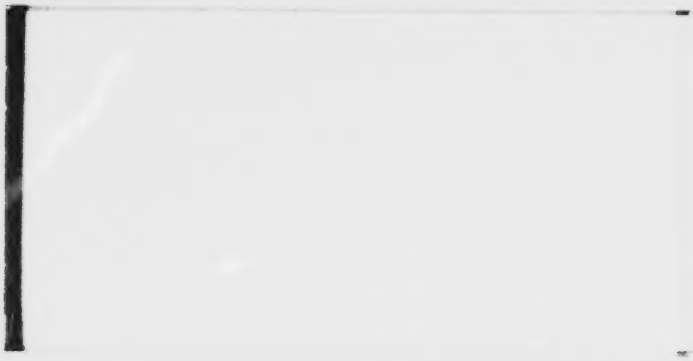

THE SOCIAL PLANNING and RESEARCH COUNCIL of Hamilton and District

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AN OVERVIEW OF THE IMPACT OF THE RECESSION ON WOMEN IN HAMILTON-WENTWORTH

June, 1985

An Overview of the Impact of the Recession on Women in Hamilton-Wentworth

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June, 1985

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EXECUTIVE SUMMARY

The impact of the recession on women in Hamilton-Wentworth has been harsh, with the traditionally poor position of women becoming worse. The increase in the Region's female population, since 1971, coupled with a decrease in the number of males, has created a greater disproportion in the female-to-male ratio in Hamilton-Wentworth than in Ontario or Canada. The average education level for women in the Region is lower than for men regionally and also lower than male and female averages, provincially and federally. Area women also have lower average employment incomes, earning 47.6% of what men in Hamilton-Wentworth did in 1981 (women also constituted a greater percentage of part-time employees). Average employment income is lower for women in Hamilton-Wentworth than for women provincially or nationally. Nearly 85% of the Region's 13,000 lone-parent families are female-led.

Despite the fact the there are more women than men in the Region, female participation in the work force is lower than male participation with women in Hamilton-Wentworth also having a lower rate of participation than women provincially or nationally. The recession led to a further consolidation of women into traditional female employment sectors (sales, service, clerical). Even though Hamilton-Wentworth is a heavily industrialized area, the proportion of women in manufacturing and construction sectors is below provincial and national averages and has decreased since 1981. The female industrial composite (covering all employment sectors except agriculture, government, defence, hospitals, schools, religions and household services) for the Region hit a pre-1970's low in 1983. Decreases have occurred in both the proportion and the absolute number of female industrial employees in the Region since the beginning of the recession. Examinations of individual area employers and unions also found an under-representation of women.

Women in Hamilton-Wentworth have both a higher unemployment rate and a greater unemployment dependency ratio than men. There are more men registered with the Regional Canada Employment Commission office though in 1984 only the average number of female registrants increased. There have been increases in all three areas for women since the recession began in 1981.

More women than men are economically dependent on social benefits in the Region. General Welfare Assistance and Family Benefits, the two primary forms of social assistance, provide annual incomes between 29.5% and 49.1% below poverty line and income adequacy measures, depending on family size and the indicator used. There are also over 14,000 elderly women in the Region, solely dependent on government pensions and benefits that provide them with annual incomes below poverty line levels.

Significantly more men than women are involved in courses provided through the auspices of the National Training Programme, provincially and federally. The Region's two largest post-secondary institutions, Mohawk Collge and McMaster University have had enrollments that have been approximately split 50/50 male and female, since 1981. While there are over eighty post-secondary educational options available to individuals in Hamilton-Wentworth, there is no one central information source or co-ordinating body in the Region.

The number of children receiving subsidized day care in the Region has decreased since 1981. Children between the ages of ten and twelve are ineligible for subsidy though legislation requires they be supervised. Private Home Day Care providers and Day Care Centre staff are among the lowest paid working women in Hamilton-Wentworth, with average annual incomes of $4,200 and $10,000, respectively. In the Region, Private Home Day Care providers are paid based on the number of days a child attends while centres are paid based on days enrolled.

The demand for assisted family housing, in Hamilton-Wentworth, has outstripped the availability since 1981. While the number of both female-led and male-led families on Hamilton Housing's waiting list increased (with there being twice as many female-led families as male-led families), the Region's public housing inventory experienced a net loss of units between 1982 and 1984. There were less than 300 additional assisted family housing units in Hamilton-Wentworth in 1984 than there were in 1982. Though the regional seniors population increased through the early 1980's, there was a loss in the number of available geared-to-income seniors units in Hamilton-Wentworth between 1982 and 1984.

Social service caseload levels have remained high since the onset of the recession. The demand for mental health and addiction-related services has increased among women in Hamilton-Wentworth since 1981. Despite funding increases, some social service agencies are still experiencing financial problems brought on by the recession. The recession also forced the creation of a Regional Food Bank that subsequently closed due to a lack of funds. Since the Food Bank's closure, traditional relief agencies have been unable to keep pace with the need for food in the Region.

The recession affected women in the Region in different ways. Among the hardest hit sub-groups were Native women, immigrant women and women who had been in conflict with the law. Though the number of offences women committed peaked in 1981, the demand for assistance has continued to increase. The majority of crimes women commit continue to be non-violent in nature, not directed against people but against property.

Hamilton-Wentworth was severely affected by the recession of the 1980's with women in the community especially hard hit by the economic downturn. To assist women in the Region to fully recover and progress, a combination of government interventions and community responses are required.

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INTRODUCTION

> "Many see economic independence for women as the key women's issue because they feel it's the wage gap that eventually results in elderly women living in poverty, single mothers heading families forced to live on welfare and (women) tolerating beatings because financially they can't move outside their violent homes."
>
> - Suzanne Morris 1/

The Canadian economic structure is dependent on the work of millions of women but also on the availability of many other women to work during times of economic growth and expansion.2/ Locally, there has been little need to call upon that reserve of women workers as, since 1981, Hamilton-Wentworth has been suffering the effects of a major recession. The recession, highlighted by high unemployment rates, increases in company layoffs and bankruptcies and by the limited expansion of the national economy, was a result of the combination of high interest rates, large domestic energy price increases and the federal government's use of a "tight money policy" to fight inflation.3/

Little research has focused on the effect of the recession on women, either locally or nationally. The majority of completed studies have dealt with either families or with primary employees: men. There has been no real systematic attempt to understand the impact of the economic slowdown on women, at any level, nor on the structural changes in the economy that effect them. While some research on the recession has been done on provincial and national scales, those findings do not necessarily reflect the Region's situation. Hamilton-Wentworth does not always follow national trends and it has been effected in a different manner by the re-structuring of the economy than have other communities across the country. This

study examines several of those factors. Demographics, various aspects of work (full-time, part-time, unionized, volunteer, house) and the lack of work opportunities outside the home are discussed. Training and educational opportunities available to women are examined as are social benefits and social services. Special attention is paid to the issues of day care, housing and mental health. Lastly, four sub-groups of women especially hard hit by the recession, native women, immigrant women, women in conflict with law and seniors, are studied.

The report documents changes in the economic situation of women in Hamilton-Wentworth focusing on the period between the beginning of the recession in 1981 and 1984. The information, obtained through the co-operation of local businesses, unions, social service agencies and other institutions, provides a framework to evaluate the impact of government policy and action on women in the Region during that time. The study also acts as a consolidating document, bringing together data on women in Hamilton-Wentworth previously unavailable in one package.

DEMOGRAPHICS

1. Population

Hamilton-Wentworth's population has traditionally had a higher percentage of women than men (See Table 1). The proportion of women in the Region has been steadily increasing since 1971. In absolute terms, the male population dropped by 2,135 (1.1%) between the 1971 and 1981 census while the female population rose by 5,100 (2.6%).

There has also traditionally been a greater proportion of women to men in Hamilton-Wentworth than in either Ontario or Canada. This difference between the Region, province and country has also slowly been increasing since 1971. (See Table 1)

2. Education

Women in Hamilton-Wentworth have lower levels of education, in general, than do men in the Region and than do women and men in both Ontario and Canada. Table 2 compares the highest level of schooling for women and men in Hamilton-Wentworth, Ontario and Canada for 1971 and 1981. In 1971, a higher proportion of women nationally and men regionally, provincially and federally had less than a Grade nine education than did women in the Region. By 1981, even with a ten percent reduction from 1971 levels, women in Hamilton-Wentworth had the largest proportion of those with less than a grade nine education. In 1981, they also constituted both the group with the highest percentage of members having only partially completed high school and the group with the lowest percentage of secondary school graduate certificate holders.

While a higher proportion of women than men in the Region had non-university, post-secondary education, this percentage was still slightly lower than female provincial and federal percentages. In both 1971 and 1981 women in Hamilton-Wentworth had the lowest percentages of post-secondary education. The 1981 Census reported that 88,325 (53.3%) of women in Hamilton-Wentworth over the age of 15 had not completed high school while only 11 percent of women, less than 18,000 in total, living in the Region, had attended university, the highest and lowest proportions, respectively. (See Table 2)

TABLE 1

POPULATION COMPARISON BY REGION AND SEX

YEAR		HAMILTON-WENTWORTH	ONTARIO***	CANADA***
1971*	M	196,130 (49.6%)	3,840,900 (49.9%)	10,795,400 (50.1%)
	F	199,605 (50.4%)	3,862,200 (50.1%)	10,772,900 (49.9%)
	T	395,735	7,703,100	21,568,300
1974**	M	194,840 (49.2%)	4,001,900 (49.7%)	11,159,000 (49.9%)
	F	201,279 (50.8%)	4,052,200 (50.3%)	11,204,900 (50.1%)
	T	296,119	8,054,100	22,363,900
1975	M	195,579 (49.1%)	4,055,900 (49.6%)	11,313,800 (49.8%)
	F	202,636 (50.9%)	4,116,400 (50.4%)	11,383,300 (50.2%)
	T	398,215	8,172,300	22,697,100
1976	M	196,610 (49.0%)	4,096,900 (49.6%)	11,499,500 (49.9%)
	F	204,324 (51.0%)	4,167,600 (50.4%)	11,543,100 (50.1%)
	T	400,934	8,264,500	22,992,600
1977	M	196,337 (48.9%)	4,136,100 (49.5%)	11,585,300 (49.8%)
	F	205,554 (51.1%)	4,218,800 (50.5%)	11,701,500 (50.2%)
	T	401,891	8,354,900	23,286,800
1978	M	194,236 (48.9%)	4,174,600 (49.5%)	11,697,600 (49.7%)
	F	203,033 (51.1%)	4,269,500 (50.5%)	11,836,300 (50.3%)
	T	397,269	8,441,100	23,533,900
1979	M	193,436 (48.8%)	4,198,600 (49.4%)	11,803,800 (49.7%)
	F	202,592 (51.2%)	4,305,500 (50.6%)	11,964,900 (50.3%)
	T	396,028	8,504,100	23,768,700
1980	M	193,371 (48.8%)	4,227,300 (49.3%)	11,936,800 (49.6%)
	F	203,244 (51.2%)	4,346,500 (50.7%)	12,120,800 (50.4%)
	T	396,028	8,573,800	24,052,600

cont'd.../6

Table 1: Population Comparison by Region and Sex cont'd

YEAR		HAMILTON-WENTWORTH	ONTARIO***	CANADA***
1981*	M	193,995 (48.7%)	4,246,800 (49.2%)	12,068,300 (49.6%)
	F	204,705 (51.3%)	4,378,300 (50.8%)	12,274,900 (50.4%)
	T	398,700	8,625,100	24,343,200
1982	M	194,692 (48.7%)	4,287,448 (49.2%)	12,356,100 (49.8%)
	F	205,049 (51.3%)	4,428,352 (50.8%)	12,471,500 (50.2%)
	T	399,741	8,715,800	24,827,600

* From census, some variance with other totals possibly due to differences in data collection method.

** Formation of Regional Municipality of Hamilton-Wentworth.

*** Ministry of Treasury and Economics, Ontario Statistics, 1983

Sources: - Planning and Development Department of Hamilton-Wentworth, Assessment Rolls, 1974-1980, 1982.

- Statistics Canada, 1971 Census (95-709), 1981 Census (95-911)

TABLE 2

HIGHEST LEVEL OF SCHOOLING: PERCENTAGE OF POPULATION 15 YEARS AND OVER BY SEX

	Hamilton-Wentworth				Ontario				Canada			
	1971		1981		1971		1981		1971		1981	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
Less than Grade 9	31.8	31.4	19.3	21.0	37.0	28.5	16.8	18.1	34.7	32.3	19.6	20.4
Without Secondary School Graduation Certificate/ Trade Diploma	34.3	36.3	29.9	32.3	18.0	35.3	28.8	30.8	34.6	37.6	26.9	28.8
With Secondary School Graduation Certificate/Trade Diploma	22.2	25.7	17.1	15.9	27.8	27.9	16.3	16.4	17.5	21.7	16.1	16.7
Non-University post-secondary education	n.a.	n.a.	18.4	19.9	n.a.	n.a.	18.5	20.4	n.a.	n.a.	19.3	20.1
Some University	6.1	4.2	6.8	5.7	8.4	5.1	8.5	7.4	6.7	5.5	8.2	7.7
University Degree	5.6	2.4	8.5	5.3	8.8	3.3	11.1	7.0	6.5	3.0	9.9	6.2

n.a. not available

Sources: Statistics Canada - 1. Microfilm 500-205-C; 2. 1981 Census (93-930)

3. Income

The fact that women in Hamilton-Wentworth generally have lower levels of education than their counterparts provincially and federally may be one of several contributing factors causing women in the Region to have a lower average income than women across Ontario and Canada. Conversely, average male employment income in the Region is higher than that of men in the province and in Canada as a whole. Table 3a, including both part-time and full-time employment incomes, indicates that women's salaries in Hamilton-Wentworth have not risen as fast as women's wages either provincially or federally. This is also true for men in the Region, though the gap between male and female wages in Hamilton-Wentworth has closed to a lesser degree and still lags behind federal differences (see Table 3b).

Table 4 further indicates the increasing difference between average female and male employment incomes in the Region. Though women were earning more money, on average, than ever before, in 1982 women still earned only half of what men did. Table 5 gives a more detailed breakdown of male/female income levels by total number per income group.

TABLE 3a

AVERAGE EMPLOYMENT INCOMES*

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	7,552	3,213	7,213	3,328	7,004	2,948
1980	17,348	8,261	17,319	8,815	16,988	8,863
Increase 1970-1980	130%	157%	140%	165%	143%	200%

* includes both full-time and part-time incomes

* * * * * * * * *

TABLE 3b

PERCENTAGE FEMALE TO MALE SALARIES

	Hamilton-Wentworth	Ontario	Canada
1970	42.5	46.1	42.1
1980	47.6	50.9	52.2

Source: Statistics Canada: 1971 Census (95-739)
1981 Census (95-952)

TABLE 4

AVERAGE EMPLOYMENT INCOME FOR HAMILTON-WENTWORTH BY SEX*

Year	Male	Female	Difference
1976	12,849	6,313	6,536
1977	13,852	6,901	6,951
1978	14,628	7,207	7,421
1979	16,083	7,816	8,267
1980	17,348	8,261	9,087
1981**	18,656	9,410	9,246
1982	20,622	10,443	10,179

Sources: Statistics Canada: **1981 Census (95-952)
Administrative Data
Development, 1976-1980; 1982

* * * * * * * * *

TABLE 5

INCOME GROUPINGS: HAMILTON-WENTWORTH (1981)*

Income Range	Male	(% of Total)	Female	(% of Total)
no income	10,005	(6.4)	36,500	(22.0)
0-9,999	44,915	(28.7)	90,130	(54.3)
10,000-14,999	18,460	(11.8)	21,710	(13.1)
15,000+	83,385	(53.1)	17,670	(10.6)

Source: Statistics Canada, 1981 Census (CTY81B11)

* includes both full-time and part-time incomes.

4. Marital Status

Participation* and unemployment rates for females and males in Hamilton-Wentworth by marital status is shown in Table 6. Over one-half of married women in the Region worked in 1981 while over sixty per cent of single, divorced and separated women participated in the labour force. The unemployment rate was greater for married, widowed and separated women than men but lower for women never married and divorced.

Table 7 indicates that lone parent families greatly increased in number between 1976 and 1981 in Hamilton-Wentworth, with there being 5⅓ times as many female-led single parent families as male-led.

Table 8 indicates participation rate of men and women by marital status. Compared to Ontario figures, women in Hamilton-Wentworth are under-represented in the work force across all categories, though they generally fared better than women nationally. Regionaily, men have higher rates of participation in all categories than do women, a trend that occurs both provincially and federally, as well.

Participation Rate - the percentage of the total labour force divided by total population 15 years of age and over, excluding inmates.

TABLE 6

POPULATION BY MARITAL STATUS
HAMILTON-WENTWORTH (1981)

	Male	Participation Rate	Unemployment Rate	Female	Participation Rate	Unemployment Rate
Never Married	46,035	70.7	10.1	37,760	63.6	9.5
Married	99,230	84.0	2.8	99,135	50.9	6.2
Widowed	3,855	30.4	3.4	17,605	19.5	5.5
Divorced	3,500	80.9	9.7	5,905	66.0	9.1
Separated	4,140	83.7	7.9	5,600	65.3	10.5

Source: Statistics Canada. 1981 Census (SDE81B12)

* * * * * * * * *

TABLE 7

LONE PARENT FAMILIES
HAMILTON-WENTWORTH

	Male-led	%	Female-led	%
1976	1,725	(15.5%)	9,395	(84.5%)
1981	2,010	(15.4%)	11,025	(84.6%)

Source: Statistics Canada: 1976 Census (93-825)
1981 Census (92-942)

TABLE 8

PARTICIPATION RATES BY MARITAL STATUS

(1981)

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
Never Married	70.7	63.6	71.0	65.0	69.6	61.8
Married	84.0	50.9	85.0	55.3	83.7	51.4
Widowed	30.4	19.5	31.6	20.4	30.4	18.7
Divorced	80.9	66.0	82.1	72.4	81.5	68.4
Separated	83.7	65.3	84.1	70.0	80.0	64.0

Source: Statistics Canada: 1981 Census (SDE81B12)

5. Summary

Hamilton-Wentworth's economic and social characteristics are different from those of Ontario and Canada. Trends that occur either provincially or federally do not necessarily impact on the Region in the same manner as they do elsewhere. There is a higher proportion of women in the Region than there is in Ontario or Canada. Regional women have a lower average level of education than do women provincially and nationally. Regional female participation rates are lower than provincial rates across all marital status categories while average employment income, including both full-time and part-time earnings, is lower for women in Hamilton-Wentworth than for men and also lower than those of women both in Ontario and in Canada. These characteristics have tended to exaggerate the effect of the recession on women in Hamilton-Wentworth.

EMPLOYMENT

Since 1970 employment growth in the Hamilton-Wentworth area has consistently lagged behind that of Ontario and the nation as a whole. The economic crisis of the early 1980's only worsened this situation. The social impact of the recession is still being felt by the Hamilton-Wentworth community as can be seen in the following Hamilton Spectator headlines:

"More Families on Welfare"	- June 13, 1984
"Twice As Many Needy Seek Food"	- July 9, 1984
"More Local Jobless"	- August 10, 1984
"Our High Jobless Rate Threatens Aid System"	- August 11, 1984
"Plant Closures Affect Women, Older Hands Most"	- August 28, 1984
"1,400 Lose Jobs in Plant Closures"	- October 3, 1984
"450 Losing Jobs at Stelco"	- October 10, 1984
"We Haven't Enough to Feed Hungry, say Relief Agencies"	- December 17, 1984

Historically, when there has been a scarcity of labour, women formed an important part of the labour force. However, as Armstrong and Armstrong state, in their book The Double Ghetto, when a surplus of workers exists, as now exists in Hamilton-Wentworth, women are often the first to be let go.4/ An abundance of potentially available female workers may also play a role in keeping wage levels depressed and limiting wage increases for all women. Women have also received lower wages than men traditionally because the cost of a woman's labour was thought to be included in her husband's wages.5/ However, this historical view gave little thought to single women or to sole support mothers, both of whom exist in large numbers in the Region (see Tables 6 & 7) and who do not rely on a man's income or potential earning power.

A large proportion of the paid work women do perform has been inappropriately labelled "secondary work". This consists primarily of support and service jobs. The provincial government's thoughts concerning secondary workers was reflected in 1984 by Russel Ramsay, then the Minister of Labour for Ontario, when discussing yet another province-wide lay-off:

> "The Simpsons layoff [1,600 employees] was tragic but not as tragic as other economic layoffs because more than half the effected workers were women who were working to supplement their family's incomes. The job losses might pose individual hardships but not nearly as tragic as if a family's major income earner was laid off."6/

Though the Honourable Minister later apologized and clarified his remarks regarding women and their current status in the labour market, the provincial Minister of Labour's underlying attitude was evident.

While paid women workers too often are considered and employed as "mere" secondary employees, they continue to enter and re-enter the labour force out of economic necessity. Many married women work primarily to prevent their family's standard of living from deteriorating to the point where the family income falls below the poverty line. Estimates predict poverty would increase by over 50% among Canadian families if the earnings of women were deducted from total family incomes.7/

The range of jobs women hold is also much more limited than that of men. Most women work within traditional female sectors that consist of clerical, sales and service occupations. These are generally low paying, low status forms of employment, largely non-unionized and semi-skilled in nature. These jobs frequently provide

little opportunity for advancement. few benefits and even less job security especially within economic structures such as Hamilton-Wentworth's that consists primarily of highly industrial and service-oriented employment sectors.8/ Employers also have a tendency to invest relatively little in most of their low-skilled female employees because of the types of jobs they hold, making female employees more expendable in times of economic restraint.9/ (see also Table 19 - Unemployment Rates)

1. Labour Force

By simply examining the available participation rates (Table 9), the impact of the recession is not evident though Hamilton-Wentworth's participation rate is lower than provincial or federal figures. The female rate for the Region was well above the province's and nation's in 1971 but by 1976 had fallen behind both and continued to lag behind in 1981.

TABLE 9

PARTICIPATION RATE

	Hamilton		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	78.1	41.8	77.8	34.6	76.1	36.5
1976	77.4	44.5	79.3	49.0	77.6	45.2
1981	78.7	51.4	79.7	55.2	78.2	51.8

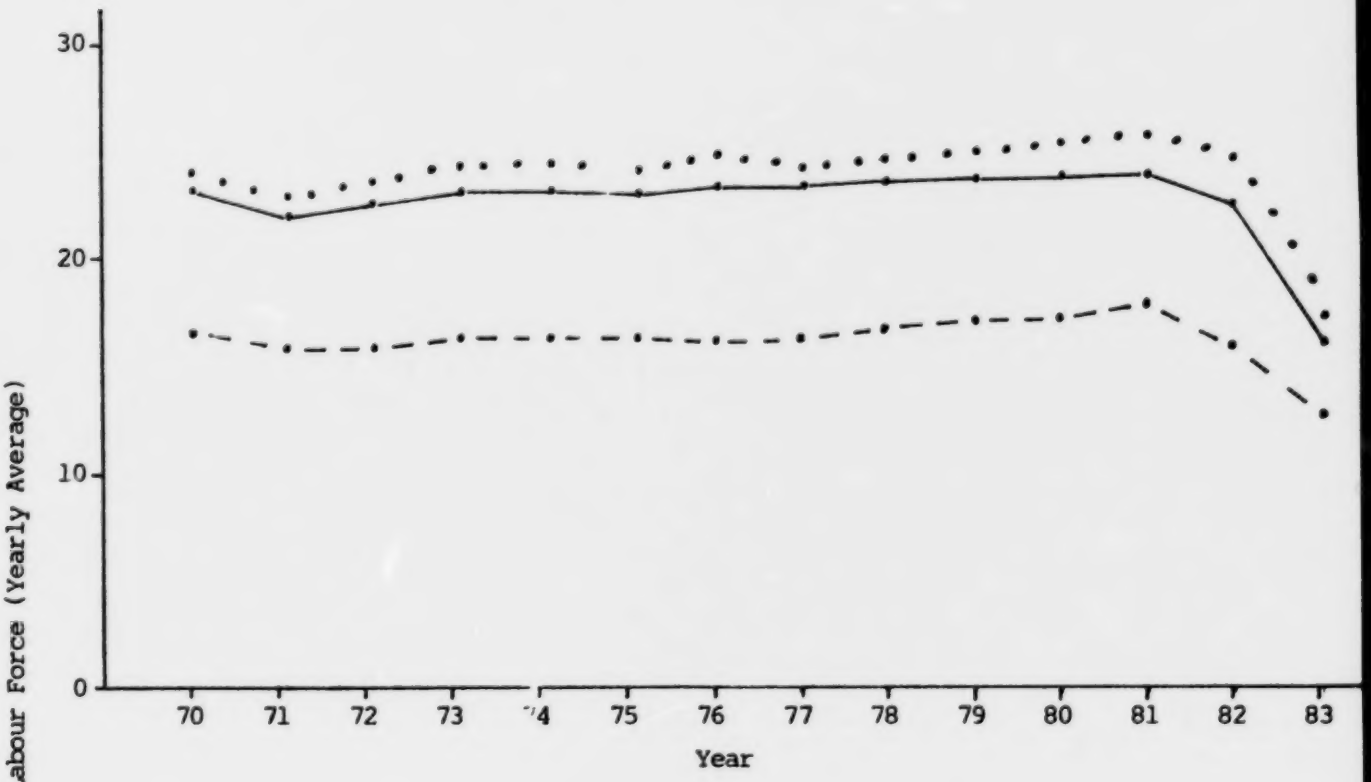
Source: Statistics Canada (94-802, 94-804, 95-709).

There are currently more women in the labour force than in the 1970's. However, as indicated by Graphs 1 - 5, women in the Region are being employed to a greater extent in traditional female jobs. Locally, women held a greater proportion of service and trade sector positions than did women provincially or federally while being under-represented in construction and manufacturing sectors despite Hamilton-Wentworth's industrial nature.

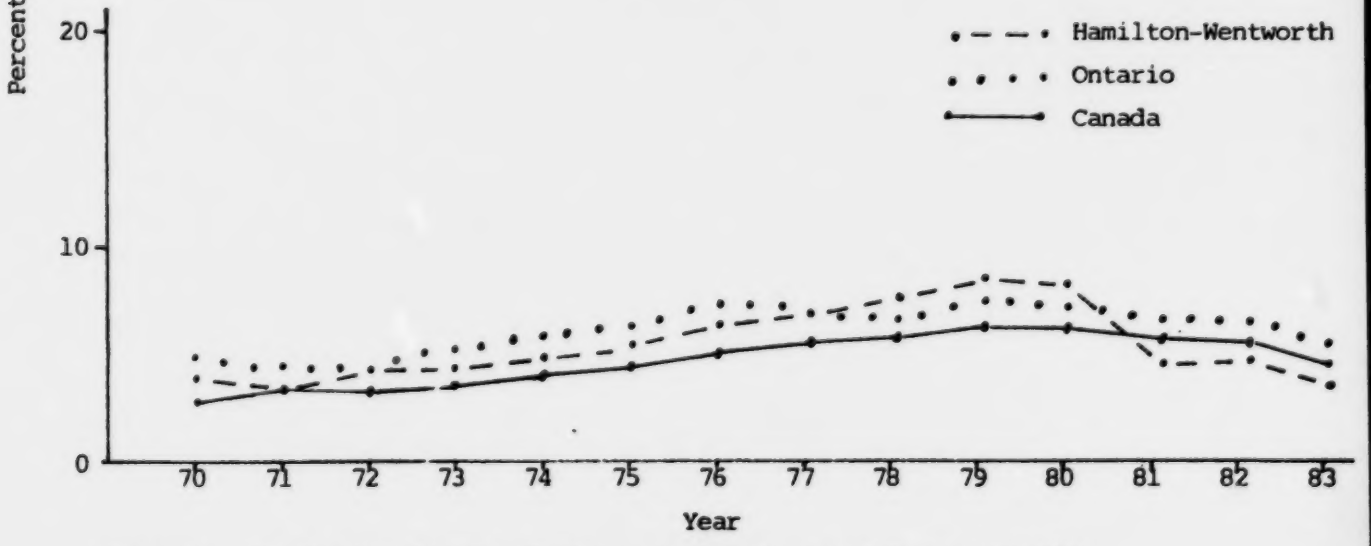
Graphs 1 - 5 show the annual average percentage of women comprising the work force of various employment sectors. While many men lost their jobs as a result of the recession, the graphs indicate that the relative impact of the recession has been greater on women and greatest on women in Hamilton-Wentworth. Decreases occurred in all sectors after 1981. In the service and trade sectors, the percentage of women working began its decline in 1981 and had not yet begun to improve by 1983 having deteriorated to the lowest percentage levels in the past 13 years. The same trend also occurred in both the construction and manufacturing sectors of the Region. The industrial composite,10/ while not a totally global measure, is indicative of the trend in female employment since 1970. In 1983, the female Regional industrial composite reached a pre-1970 low while continuing to remain below provincial and national average female levels. The graphs indicate that after the recession women comprised smaller percentages of the total number of workers in each of the sectors than they had prior to 1981.

Table 10 is a seasonal examination of female and male industrial workers in the Region. The table further indicates the reduction in both the proportion and the absolute number of female workers in the Region since 1981 and the beginnings of the recession.

Graph 1: Percent Female L bour Force: Manufacturing

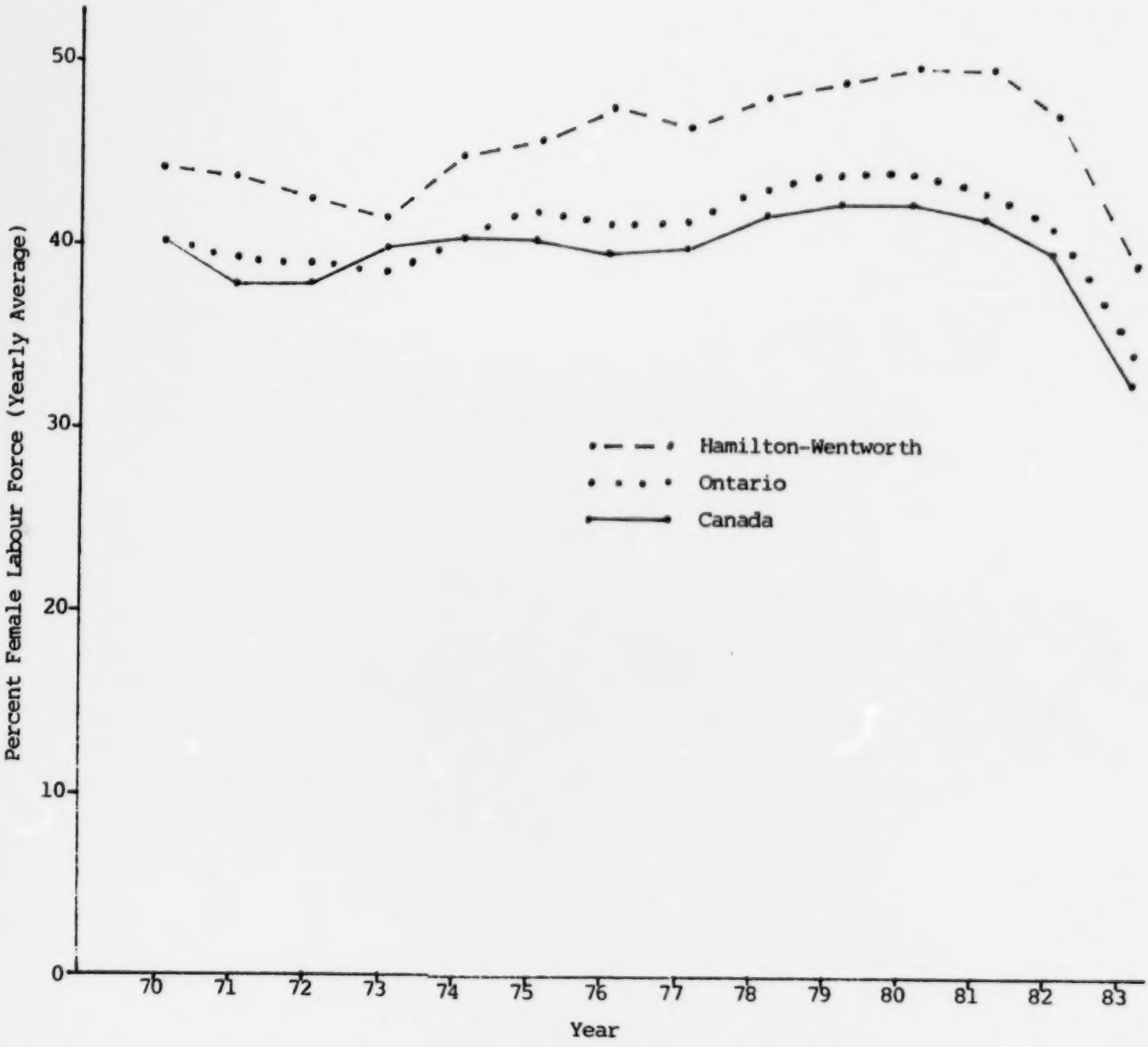


Graph 2: Percent Female Labour Force: Construction



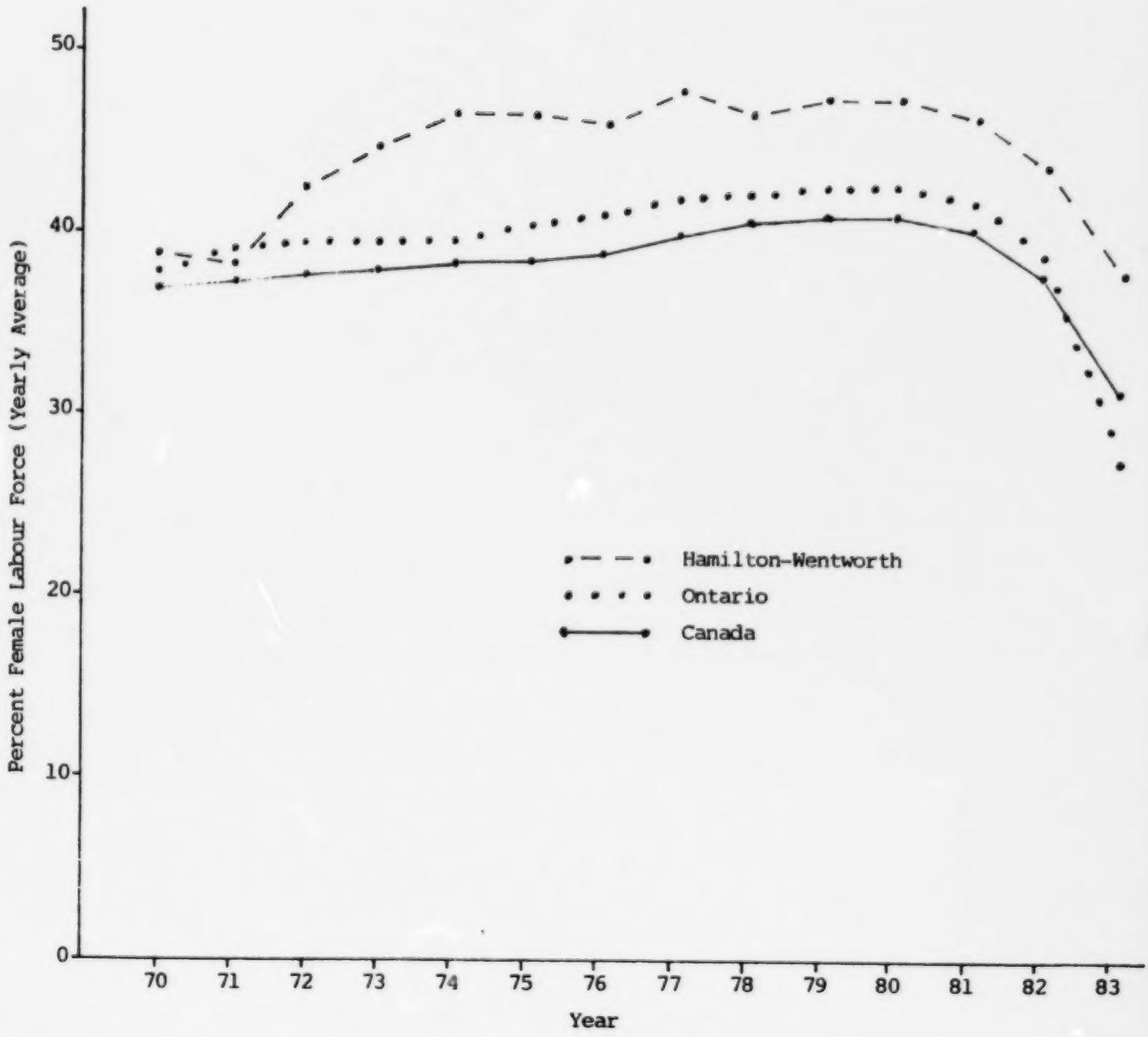
Source: Statistics Canada, Employment, Earnings and Hours (72-002)

Graph 3: Percent Female Labour Force: Service Sector



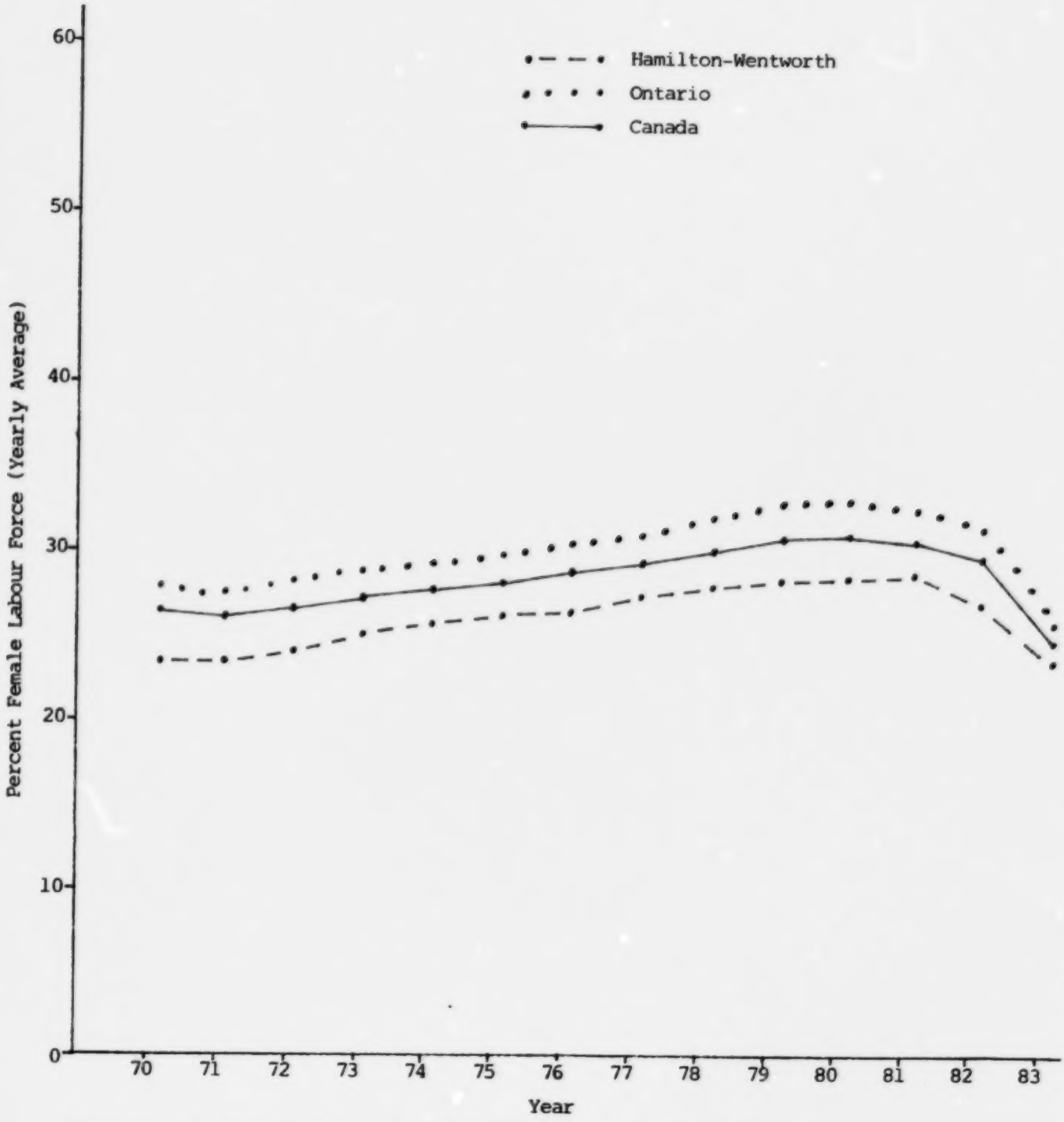
Source: Statistics Canada, Employment, Earnings and Hours (72-002)

Graph 4: Percent Female Labour Force: Trade Sector



Source: Statistics Canada, Employment, Earnings and Hours (72-002)

Graph 5: Percent Female Labour Force: Industrial Composite



Source: Statistics Canada, Employment, Earnings and Hours (72-002)

TABLE 10

NUMBER OF INDUSTRIAL EMPLOYEES: HAMILTON-WENTWORTH

	Male (% Total)		Female (% Total)		Total
January, 1976	84,300	(73.3)	30,700	(26.7)	115,000
June, 1976	88,700	(73.7)	31,700	(26.4)	120,400
January, 1977	83,600	(72.6)	31,500	(27.4)	115,100
June, 1977	85,600	(73.4)	31,000	(26.6)	116,600
January, 1978	83,000	(72.1)	32,100	(27.9)	115,100
June, 1978	83,200	(72.3)	31,900	(27.7)	115,100
January, 1979	86,100	(71.4)	34,500	(28.6)	120,600
June, 1979	91,100	(72.3)	34,900	(27.7)	126,000
January, 1980	89,250	(71.8)	35,050	(28.2)	124,300
June, 1980	92,200	(72.1)	35,700	(27.9)	127,900
January, 1981	90,000	(71.2)	36,400	(28.8)	126,400
June, 1981	93,200	(72.2)	35,900	(27.8)	129,100
January, 1982	91,650	(74.7)	31,050	(25.3)	122,700
June, 1982	88,000	(72.2)	33,900	(27.8)	121,900
*January, 1983	81,600	(74.9)	27,300	(25.1)	108,900

* Note: Due to changes in Statistics Canada reporting methods, further data of this type unavailable.

Source: Statistics Canada, Employment, Earnings and Hours (72-002)

Table 11 is another comparative examination of the Hamilton-Wentworth workforce by geographic area and gender. The tables indicate the distinct changes that have occurred within the workforce between 1971 and 1981. There was continued consolidation of women working in traditional jobs with increases in both absolute numbers and percentage in the clerical, sales and service fields (Tables 11.5, 11.6, 11.7).

There was no proportional change with the teaching sector (Table 11.3), a traditional female profession though there are relatively fewer female teachers in Hamilton-Wentworth than in Ontario or Canada. An increase in the percentage of women working in the health field (Table 11.4) occurred in Hamilton-Wentworth. Though no figures are available for Hamilton-Wentworth, there were decreases in the percentage of female doctors and dentists across Ontario and Canada between 1971 and 1981 even though female participation rose overall in the health field. Women appear to be relegated to the lower positions in this sector as well. In the non-traditional female occupations examined. Managerial/Administration and Natural Science/Engineering (Table 11.1; 11.2), no major shifts occurred. While more women were working in these fields, in Hamilton-Wentworth, the actual numbers remained low compared to men.

This general comparative overview of the labour force situation in Hamilton-Wentworth indicates the recession has hit women hard. There have been decreases in both the proportion and the absolute number of women in the workforce. A further consolidation of women working in traditionally considered "secondary" occupations began to occur even prior to the height of the recession. However, it appears that even with the reported cessation of the recession, an economic turnabout has not yet begun to occur in the Region.

TABLE 11

LABOUR FORCE BY SECTOR*

11.1 Managerial/Administrative Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	4,120	1,110	131,700	25,370	313,935	58,305
	(78.2%)	(21.2%)	(83.8%)	(16.2%)	(84.3%)	(15.7%)
1981	9,285	3,480	301,805	106,995	797,830	262,190
	(72.7%)	(27.3%)	(73.8%)	(26.2%)	(75.3%)	(24.7%)

11.2 Natural Science/Engineering Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	4,195	310	97,255	7,690	217,025	17,110
	(93.1%)	(6.9%)	(92.7%)	(7.3%)	(92.7%)	(7.3%)
1981	5,515	665	141,880	21,580	345,520	55,945
	(89.2%)	(10.8%)	(86.8%)	(13.2%)	(86.1%)	(13.9%)

11.3 Teaching Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	2,690	3,635	34,470	69,745	138,170	211,120
	(42.5%)	(57.5%)	(34.7%)	(65.3%)	(39.6%)	(60.4%)
1981	3,460	4,585	72,080	103,570	202,100	299,410
	(43.0%)	(57.0%)	(41.02%)	(59.0%)	(40.3%)	(59.7%)

cont'd.../26

11.4 Medical/Health Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	1,745	5,250	30,610	93,750	83,870	242,690
	(24.9%)	(76.1%)	(24.6%)	(75.4%)	(25.7%)	(74.3%)
1981	1,865	7,755	39,210	147.350	118,595	414.910
	(19.4%)	(80.6%)	(21.0%)	(79.0%)	(22.2%)	(77.8%)

11.5 Clerical Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	9,030	18,800	176,320	413,950	433,385	940,180
	(32.4%)	(67.5%)	(29.8%)	(70.2%)	(31.5%)	(68.4%)
1981	8,245	29,285	199,175	682,605	498,205	1,743,330
	(22.0%)	(78.0%)	(22.6%)	(77.4%)	(19.1%)	(80.9%)

11.6 Sales Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	9,775	5,650	171,215	93,885	567,980	247,760
	(63.4%)	(36.5%)	(64.6%)	(35.4%)	(69.6%)	(30.4%)
1981	9,320	8,520	222,910	177,150	613,485	449,120
	(52.2%)	(47.8%)	(55.7%)	(44.3%)	(57.7%)	(42.3%)

cont'd.../27

11.7 Service Positions

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1971	8,460	9,430	190,260	165,680	521,935	447,985
	(47.3%)	(52.7%)	(53.5%)	(46.5%)	(53.8%)	(46.2%)
1981	9,670	14,750	244,595	268,885	676,250	753,870
	(39.6%)	(60.4%)	(47.6%)	(52.4%)	(47.3%)	(52.7%)

Source: Statistics Canada (94-717, 95-806)

2. Municipal Industry, Institutions and Unions

i) Industry

The concept of industrial work being non-traditional women's work remains extremely prevalent in Hamilton-Wentworth. Examining labour force by gender in factories of some of the Region's major employers (Table 12), small number of female employees are found.

International Harvester	1 of	934 (1983)	0.1%
National Steel Car	17 of	818 (1984)	2.1%
Slater Steel	0 of	632 (1984)	0.0%
WABCO	32 of	233 (1984)	13.7%
Reid Dominion Packaging	44 of	211 (1984)	20.9%
DOFASCO	753 of	11,116 (1984)	6.8%

STELCO, traditionally the Region's largest employer, did not hire a woman for a factory position between 1962 and 1980. In that time period, over 10,000 female applications were received. Finally by 1981, 185 women were hired. After the major strike in 1981 and the recession, no women remained working and only ten retained recall rights.11/ A similar scenario developed at Westinghouse. After years of struggle, nearly forty women obtained jobs in the male-dominated transformer division: after the recession, ten remained.12/

Table 12 shows labour force figures for seven of the Region's major industrial employers.13/ The low number of women in these non-traditional jobs is evident as is the decline in the number of employees, both female and male, in Hamilton-Wentworth since 1981. Between 1981 and 1983, 2,481 (15.6%) men and 208 (17.0%) women lost jobs in these seven industries. While more men lost jobs, neither women nor men benefited from the recession. However, women lost an important part of the limited foothold they had gained within these non-traditional work places. In 1983 they were outnumbered 13.25:1 within the seven industries.

TABLE 12: EMPLOYEES BY SEX: SELECTED HAMILTON-WENTWORTH INDUSTRIAL EMPLOYERS

		1984	1983	1982	1981	1980	1979	1978
DOFASCO	M	--	10,363	8,947	11,296	11,076	10,721	10,016
	F	--	753	531	933	850	787	723
Inglis	M	511	529	509	614	--	--	--
	F	173	178	172	193	--	--	--
International Harvester	M	--	933	1,437	1,463	1,734	1,578	1,702
	F	--	1	3	2	8	7	8
National Steel Care	M	818	612	573	1,378	1,515	1,534	1,343
	F	17	1	1	2	2	0	1
Reid Dominion Packaging	M	211	216	203	217	231	250	275
	F	44	47	49	56	53	63	85
Slater Steel	M	632	619	442	653	662	668	672
	F	0	0	0	0	0	0	0
WABCO	M	201	137	244	269	296	237	229
	F	32	32	31	34	38	42	25

Source: Individual Employers

ii) Institutions

Contrarily, women's positions within the returned sample of banks, hospitals and educational institutions, largely traditional female jobs, remained steady. Table 13 shows the number of employees by sex for three of the Region's hospitals. Women continue to dominate these positions as they did prior to the onset of the recession.

The same is true for local banks. Tabulated figures based on staff composition of eight of the area's banking institutions showed little pre- and post- recession differences. In 1980, 71% of bank employees were female, while in 1984, 69% were female. Also unchanged was the fact that a majority of senior personnel was male despite the fact that men comprised less than one-third of the workforce (54 of 121).14/

Lastly are the educational institutions. It was previously mentioned that women in Hamilton-Wentworth, on average, have lower levels of education than do men. In 1984, 51.6% of the Board of Education for the City of Hamilton's educators were female. Of McMaster University's teaching faculty, 16.7 percent was female. This discrepancy is indicative of educational and employment patterns for the entire Region. More traditional areas associated with working women remained somewhat more stable during the Region's economic downturn.

TABLE 13

HAMILTON-WENTWORTH HOSPITAL EMPLOYEES BY SEX (1984)

	Male			Female		
	Full-time	Part-time	Total	Full-time	Part-time	Total
Chedoke-McMaster Hospitals	583	105	688	2,980	1,082	4,062
Hamilton Psychiatric Hospital	215	10	225	404	61	465
Henderson General Hospital	136	67	203	899	276	1,175
Total	934	182	1,116	4,283	1,419	5,702
% by Sex (full-time)	17.9			82.1		
(part-time)		11.4			88.6	
(total)			16.4			83.6

Source: Individual Hospitals

iii) Unions

Unions are organized in attempts to obtain higher rates of pay, greater fringe benefits, increase jobs security and improve working conditions. However, even unions cannot halt the effects of a major recession as witnessed, locally by events at Consolidated Bathurst, STELCO, Allen Industries, Inglis and other companies in the Hamilton-Wentworth area. Nevertheless, in general, unionized workers have better bargaining positions than unorganized workers.

In 1979, 32.6 percent of Canadian workers were unionized (38.5% of male workers and 23.7% of female workers) while 30.7% percent of Ontario's labour force belonged to a union (38.1% of men and 20.3% of women).15/ While a local analysis of union membership by sex is unavailable, six area locals did provide breakdowns. Though Table 14 is not a representative sample of unions in the Region, it does indicate a lack of women within unions. As they are across Ontario and Canada, women appear to be under-represented in unions in Hamilton-Wentworth.

TABLE 14

UNION MEMBERSHIP BY SEX: SELECTED HAMILTON-WENTWORTH LOCALS

	1980		1984		
Union	Male	Female	Male	Female	Type of Work
Energy and Chemical Workers - 633	205	0	181	0	Utilities (Union Gas)
I.A.T.S.E. & M.P.M.O. of U.S. & Canada - 303	40	1	25	1	Motion picture projectionists
U.E. - 558	296	38	201	32	Labourers*
U.E. - 559	8	21	4	20	Clerical
USWA - 2940	185	0	155	0	Heavy Industry
USWA - 5328	465	0	412	0	Heavy Industry

* Women Grades 3-9 (only 1 Grade 9)
Men Grades 3-14

Source: Individual Locals

3. Part-Time Work

A part-time employee has been defined by the Commission of Inquiry into part-time work as:

> "...one who works less than the normally scheduled weekly or monthly hours of work established for persons doing similar work."16/

This ambiguous definition allows each workplace to designate who is full-time and who is part-time based on individual employer needs. There are more female than male part-time workers in the labour force (see Tables 13 and 15) with women who work part-time being even more consolidated into traditional female occupations than those women who work full-time. However, some women choose to work part-time despite the tendency for part-time employees to receive both lower rates of pay and fewer benefits and to also have less job security than full-time workers. Part-time work is a viable option to employers during a recession as it reduces labour costs, limits the amounts of benefits paid and deters unionization efforts.17/

Nearly three-quarters of all Canadian part-time workers are women. Much of the work they perform is not an integral part of the primary labour market and accordingly requires low skill levels, leading to poor pay with few advancement opportunities. Part-time work, in many instances, provides no skill enhancement and is accompanied with no retirement plan or income.18/ The concept of a reserve army of labour, waiting and on call, is typified by many part-time jobs women hold. The Canadian Advisory Council on the Status of Women stated that the:

> "Concentration of women in such marginal employment contributes directly to the perpetuation of women's unequal status in Canadian society."18/

Table 15 shows the number of women and men working both full-time and part-time in 1971 and 1981. While there has been a decrease in the proportion of women working part-time across Canada and in Ontario in that time period, the percentage has increased for the Hamilton-Wentworth area, along with the total number. Table 13 highlights some specific examples of the differences between the sexes in full and part-time employment in the Region's hospitals. Women comprise even a greater percentage of part-time positions than full-time positions in this female dominated sector. This is also true in the retail trades, as highlighted by G.W. Robinson's employment figures and in support services as shown through the Board of Education's records (Table 16). In a 1980 study, Professor Wendy Weeks, formally with the School of Social Work, McMaster University, found that even with a growing unemployment rate, there were increases in the number of part-time jobs in Hamilton-Wentworth.20/ This growth of part-time work has further contributed to the economic insecurity and uncertainty working working women face in the Region and across Canada.

TABLE 15

FULL-TIME/PART-TIME WORKERS BY SEX

	1971				1981			
	Male		Female		Male		Female	
	Full-time	Part-time	Full-time	Part-time	Full-time	Part-time	Full-time	Part-time
Hamilton-Wentworth	132,435	13,850	53,455	26,825	113,740	12,960	59,110	31,480
	(90.5%)	(9.5%)	(66.6%)	(33.4%)	(89.7%)	(10.3%)	(65.3%)	(34.7%)
Ontario	2,021,155	249,350	481,480	422,950	2,066,595	140,125	1,148,375	439,040
	(89.0%)	(11.0%)	(69.9%)	(30.1%)	(93.7%)	(6.3%)	(72.3%)	(27.7%)
Canada	5,338,080	705,005	2,481,950	1,011,245	5,771,590	447,155	3,048,265	1,184,450
	(88.4%)	(11.6%)	(71.1%)	(28.9%)	(92.8%)	(7.2%)	(72.0%)	(28.0%)

Source: Statistics Canada, 1971 Census (94-764), 1981 Census (93-466)

TABLE 16

FULL-TIME/PART-TIME EMPLOYMENT FIGURES
BY SELECTED HAMILTON-WENTWORTH EMPLOYERS

(1984)

	Full-time		Part-time	
	Male	Female	Male	Female
Retail (G.W. Robinson)	8 (22.2%)	28 (77.8%)	15 (15.6%)	81 (84.4%)
Support Services (Hamilton Board of Education	293 (22.3%)	1,021 (77.7%)	1 (0.4%)	260 (99.6%)

Source: Individual Employers

4. Unemployment

In December 1984, the unemployment rate in Canada reached its lowest monthly level since May, 1982. The number of unemployed persons in Hamilton increased by 2,000 that month.21/ Patricia Armstrong contends in her latest book Labour Pains: Women's Work in Crisis that the current national recession is responsible for the increase in female unemployment and the decreasing participation of women in the labour force.22/

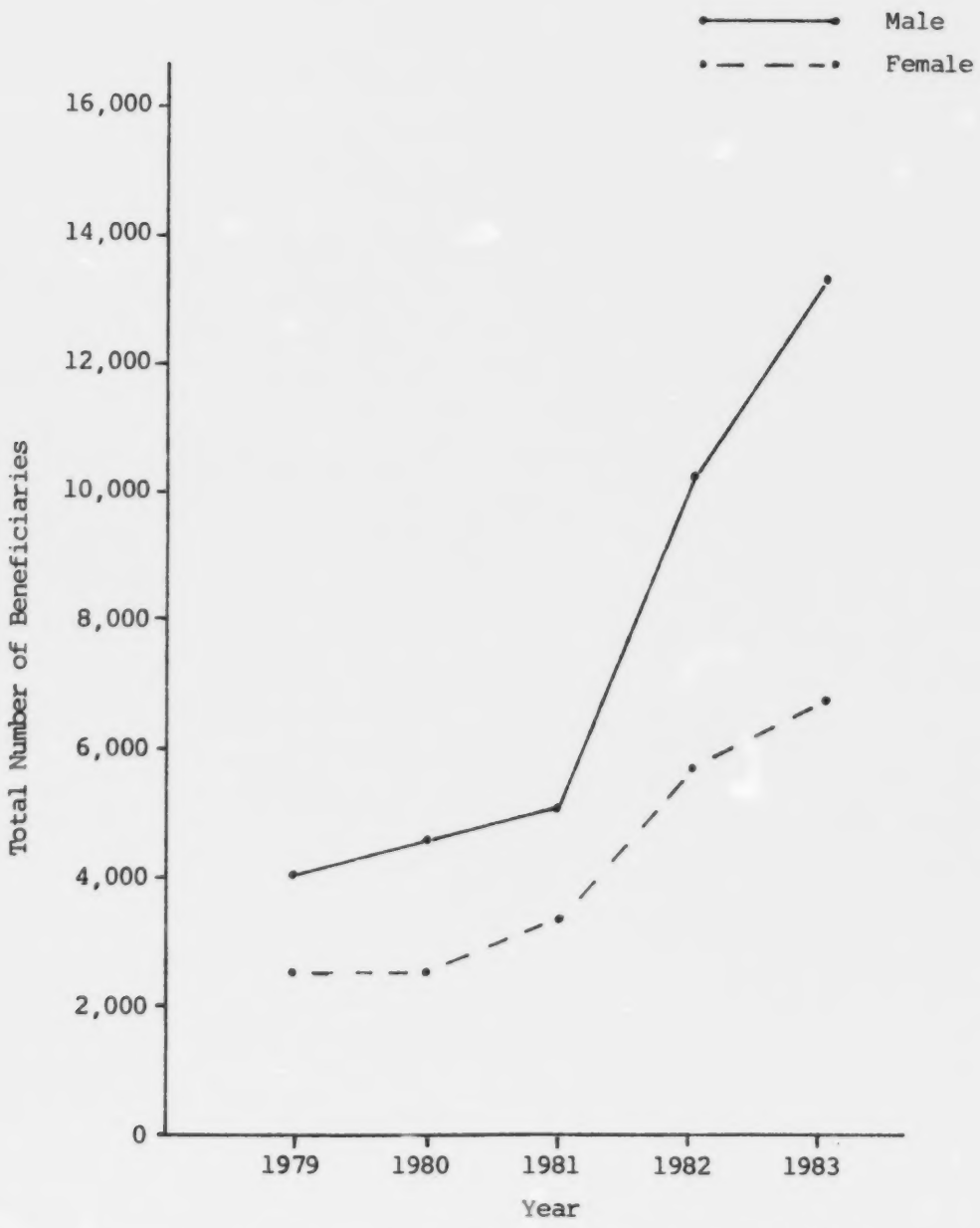
The 1984 Ontario government examination of plant closures concluded that it was women and older workers who suffered the most when an industry closed. The study, commissioned by the Ontario Ministry of Labour, examined twenty-one plant closures that affected 1,736 workers. A year after being laid off, fifty-five percent of the women remained unemployed, while thirty-two

percent of the men studied had not found work. That difference of twenty-three percent represented a seventy-one percent intergroup difference. The study also reported that forty-two percent of the women who had found work were earning less than before their initial layoff. Only one-quarter of the re-employed men found themselves in that situation.23/

Graph 6 indicates the number of women and men receiving Unemployment Insurance Benefits between 1979 and 1983 in Hamilton-Wentworth. Table 17 gives the monthly breakdown of the number of clients registered as unemployed in the Region by the Canada Employment and Immigration Commission. In both cases, there are consistently higher numbers of men than women receiving benefits and registered as unemployed.

Table 18 presents the dependency, by sex, on unemployment insurance benefits, for Hamilton-Wentworth. The female ratio has been consistently higher than the male ratio since 1976 with over a seventy percent increase betwen 1980 and 1982.

Graph 6: Hamilton-Wentworth Unemployment Insurance Beneficiaries by Sex



Source: Canada Employment and Immigration Commission

TABLE 17

NUMBER OF REGISTERED UNEMPLOYED CLIENTS BY SEX, HAMILTON-WENTWORTH

	1980		1981		1982		1983		1984	
	Male	Female	Male	Female	Male	Female	Male	Female	Male	Female
January	9,704	7,923	10,734	7,782	13,715	9,419	23,519	13,956	22,910	13,804
February	10,105	7,744	11,300	8,635	14,643	10,006	29,989	14,949	25,211	15,342
March	9,734	7,368	11,067	8,452	15,287	10,582	29,597	14,843	24,637	15,207
April	9,412	7,011	10,449	8,153	15,751	10,931	28,686	14,665	21,824	13,858
May	8,767	6,986	9,558	7,926	15,691	10,967	27,274	14,405	18,683	12,468
June	8,490	6,768	8,699	8,110	16,230	11,291	25,532	14,199	19,011	13,289
July	8,689	7,193	8,524	8,261	16,750	11,915	24,454	14,520	19,245	13,732
August	8,609	7,370	8,780	8,379	16,944	12,090	22,549	13,997	19,331	14,175
September	8,479	7,526	9,213	8,215	18,245	12,835	22,005	14,072	19,836	14,743
October	8,440	7,115	9,705	8,142	19,828	12,690	19,636	12,273	20,541	14,909
November	8,664	7,262	10,623	8,362	23,989	13,097	19,427	12,057	21,458	15,238
December	9,645	6,973	12,313	8,829	26,014	12,811	17,917	10,452	--	--
Average	9,087	7,270	10,080	8,271	17,757	11,552	24,632	13,703	21,153*	14,251*

*Based on eleven month average

Source: Canadian Employment and Immigration Commission

TABLE 18

HAMILTON-WENTWORTH UNEMPLOYMENT INSURANCE DEPENDENCY RATIO BY SEX

	MALE	Female
1976	1.43	3.17
1977	1.51	2.93
1978	1.64	2.95
1979	1.27	2.39
1980	1.35	2.33
1981	1.49	2.51
1982	3.25	4.01

Source: Administrative Data Development, Statistics Canada

Table 19 shows the difference in female and male unemployment rates since 1976. Women have consistently had higher rates of unemployment than men, regionally, provincially and federally. These rates do not, however, include "discouraged workers", women and men who would work, if there were jobs available, but who have given up looking.

New government legislation will have an impact on the unemployment benefit premiums paid but not on the numbers unemployed. The new eligibility criterion will mean a decrease in reported unemployment insurance beneficiaries. However, it will also mean further increases in welfare caseloads as displaced persons will have to turn to General Welfare Assistance (G.W.A.) when they are denied Unemployment Insurance benefits. This also means that those who previously qualified for Unemployment Insur-

ance will be forced to live on a significantly lower level of income as G.W.A. rates are usually much lower than Unemployment Insurance benefits.

TABLE 19

UNEMPLOYMENT RATE BY SEX

	Hamilton-Wentworth		Ontario		Canada	
	Male	Female	Male	Female	Male	Female
1976	4.9	8.4	5.1	7.8	6.3	8.4
1977	*	*	5.9	8.6	7.3	9.4
1978	*	*	6.1	8.8	7.5	9.6
1979	*	*	5.6	7.8	6.6	8.8
1980	*	*	6.2	7.7	6.9	8.4
1981	5.0	7.4	6.0	7.4	7.0	8.3
1982	*	*	9.7	9.8	11.1	10.9
1983	*	*	10.4	10.3	12.1	11.6
1984	9.2	10.5	8.7	9.6	11.2	11 4

* data unavailable

Source: Statistics Canada

5. Volunteer Work

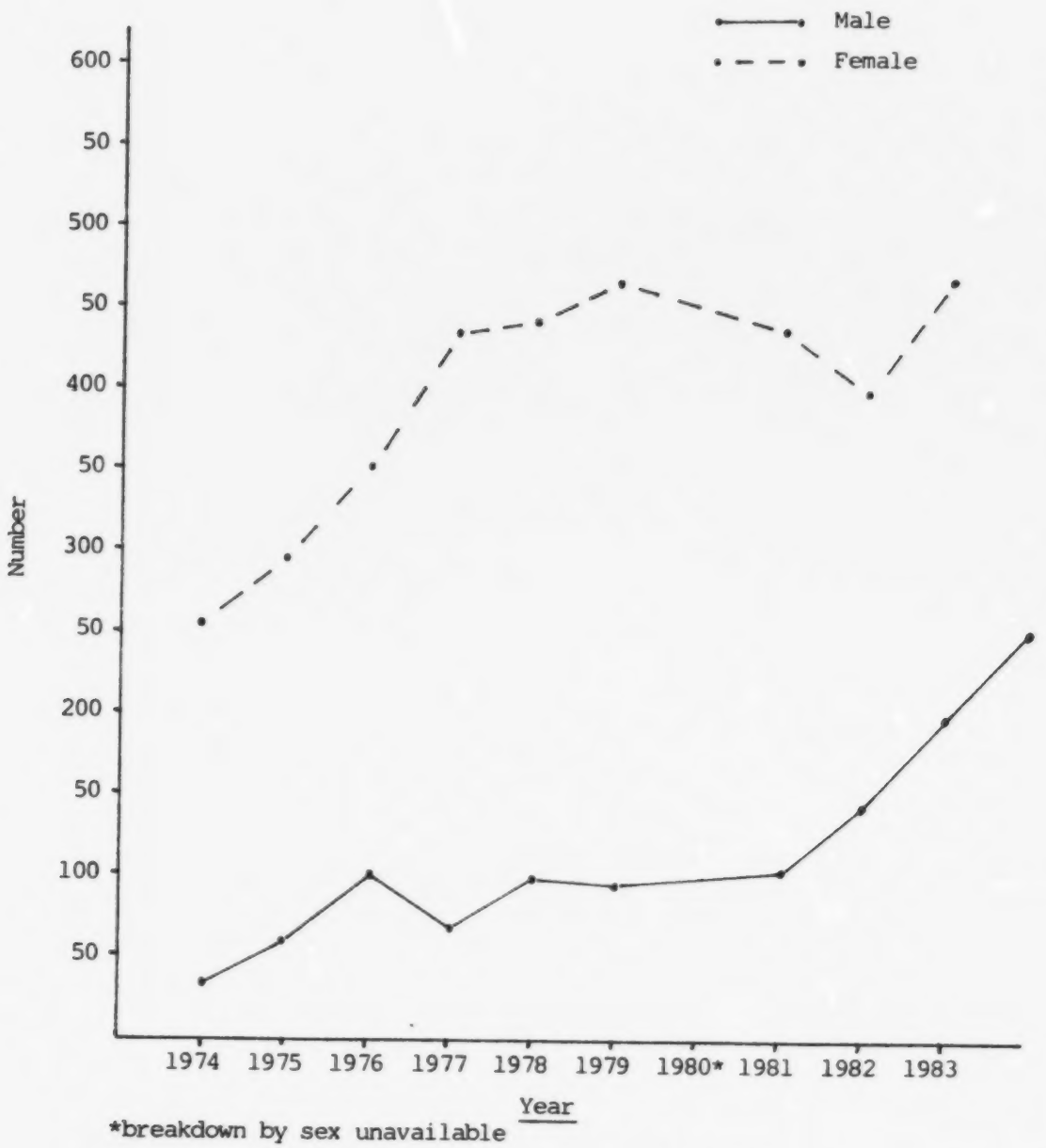
Today, the concept of volunteering is viewed from a different perspective than even a few years ago. Volunteer work has traditionally been perceived as a means through which individuals could contribute to their own community in a positive way. However, the high rate of unemployment has made women return to this traditional area of female involvement for other reasons. Volunteer activity is no longer necessarily a part-time time activity for those with free time. Instead, volunteer work is being performed in some instances to fill the void left by women's unemployment, to maintain skill levels, to invest time in a meaningful way, to fill personal needs, to become more viable in the market place or as an avenue into the paid labour market.24/

The Volunteer Bureau is one of many Regional agencies involved with volunteers. Though many persons go directly to an agency or service for which they wish to volunteer, those who have questions or are unsure of the possibilities can go to the Volunteer Bureau for assistance in being place. Graph 7a represents the number of women and men interviewed for volunteer placements from 1974-1983. Though there was a decrease between 1981 and 1982, in 1983 over 500 women were interviewed for volunteer positions. Though male inquiries have increased, since the onset of the recession and have doubled since 1981, they still lag far behind those of women. Approximately three-quarters of all volunteers have traditionally been women and, while that percentage may have dropped slightly since the recession began, the absolute numbers have never been greater than they were in 1983 for the Volunteer Bureau. In 1983, 79% of all those placed by the Volunteer Bureau were unemployed with 45% actively searching for work while in 1984, 71% of volunteers were unemployed with 42% seeking employment.

The Board of Education for the City of Hamilton has traditionally used many volunteers. Graph 7b shows the large difference between the number of female and male volunteers. The former has increased nearly 50 percent in number since the 1979-1980 academic year. Over 1,600 women are volunteering in the public system, primarily in elementary schools, in 1984-1985. For every male volunteer there are fifteen women.

These statistics, viewed in conjunction with the labour force and unemployment figures support the theory that more women have turned to volunteer work since the onset of recession. The desire women have to enter or re-enter the paid labour market can force them to choose various alternative routes in attempting to obtain experience and to give them the opportunity to make contacts in the workplace.

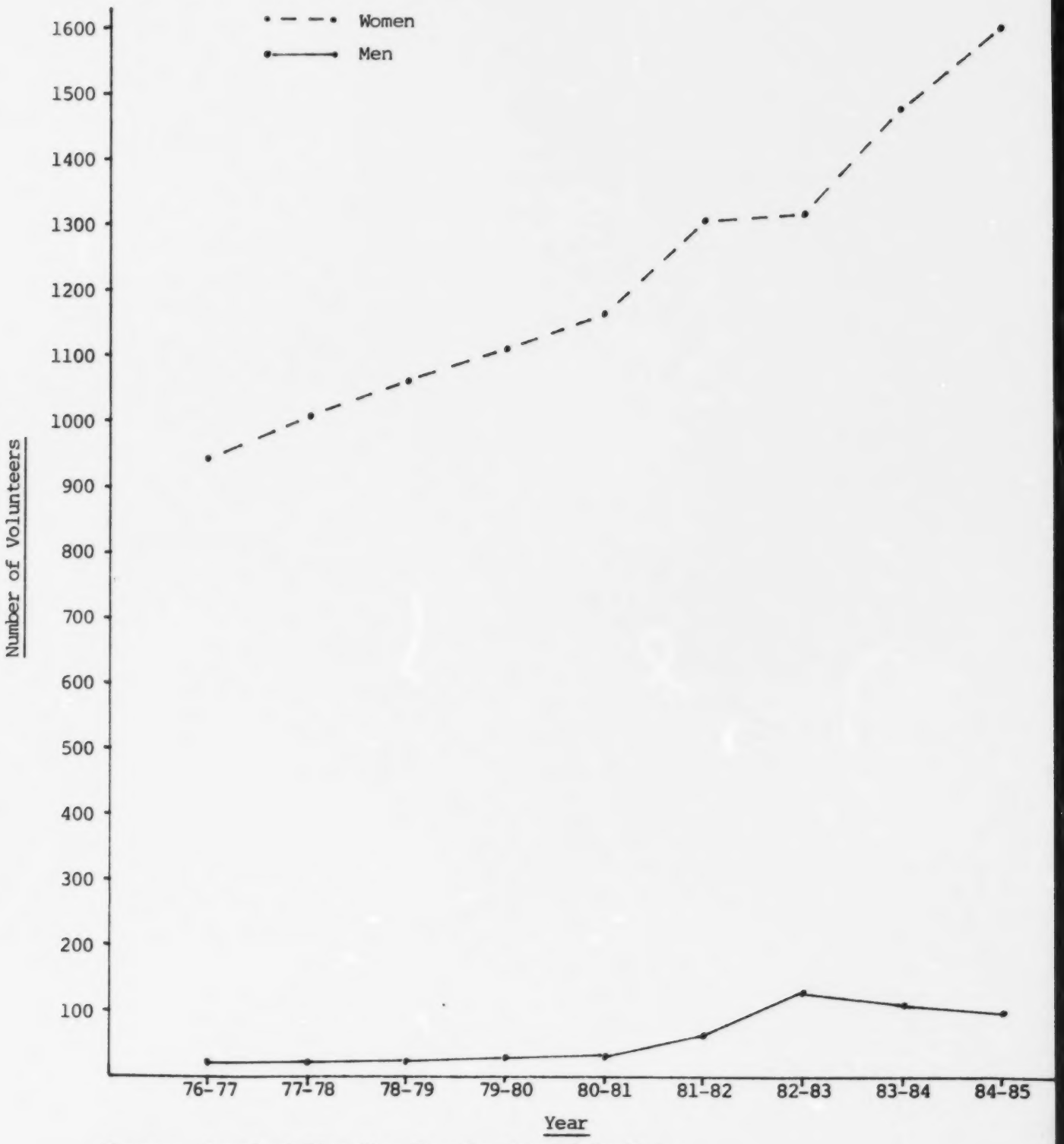
Graph 7a: Volunteers Interviewed by Volunteer Bureau of Hamilton and District



*breakdown by sex unavailable

Source: Volunteer Bureau of Hamilton and District

Graph 7b: Volunteers: Board of Education for the City of Hamilton



Source: Board of Education for the City of Hamilton

6. Housework

> "...because housework does not fit into the prevailing notions of work it mysteriously becomes not work at all. It is not counted."25/
>
> - Shilea Rowbottom

A 1985 Statistics Canada report estimated the value of housework Canadians did in 1981 to be between $121 billion and $139 billion. The estimate, including cleaning, cooking, shopping, child care and home repair and maintenance, put the worth of housework at 41 percent of Canada's 1981 Gross National Product.26/ However, housework is still not viewed as a form of employment, rather it continues to be appear as a service. Domestic labour is only now slowly becoming understood and recognized as work. "Working wives" and "working mothers" are titles given to women who work outside the home. These labels deny the fact that what women do at home is work.27/ Likewise, as housework is still often seen as a women's primary occupation, but not recognized as "real work", women's work in the labour force becomes trivialized. This is because many forms of work women do for pay are variations on housework and family nurturance (teacher, nurse, cleaner, waitress) or act as support services. Work in the home, meanwhile, remains unpaid, isolated, menial, fragmentated and boring.28/ Women will not be able to begin to attain economic equality as long as the major economic role they are perceived to be responsible for, housework, is viewed as being outside the mainstream economy and is ignored by policy makers.29/

Currently, the federal government is examining pensions for housewives. The Federal Task Force will be determining the feasibility of a system that will compensate for the fact that many women do not spend their entire lives working for pay and not

only comprise a disproportionate number of part-time workers but also earn less on average than males when they are working. The system will basically allow women to receive a pension at age 65 even if they have never worked for pay. A danger exists, however. This government pension could be utilized as a disincentive for women and men to enter the labour force. This has a large potential consequences on Hamilton-Wentworth with its increasingly higher concentration of women, especially those working part-time and in low skill sectors where automation also looms as a continual threat to displace workers.

7. Other Issues Involving Employment

i) Affirmative Action

> Affirmative Action - "Action designed to remove barriers to equality, overcome past and present discrimination and improve the economic status of women. Affirmative action plans are programmes designed to achieve these goals through analysis of the status of women and men in the workplace; review of personnel practices to identify systemic discrimination; establishment of targets or quotas and timetables for employing women at all levels; and a monitoring and evaluating system to assess progress."30/

Affirmative Action has been seen as one mechanism of countering institutional discrimination against women in the workforce. The federal government has proposed affirmative action plans to begin in "the near future". Any company wishing a government contract must have an affirmative action programme in existence. This proposal is being done in conjunction with the introduction of mandatory affirmative action programmes for all crown corporations.31/

Locally, there are varying levels of ambition. In November, 1984, the Board of Education for the City of Hamilton struck an affirmative action committee as seventy-five percent of elementary school staff are women but only two percent of women hold administrative jobs. The Board hopes to implement a programme that will encourage equal opportunity advancement and promotion of women. The planning remains at a very early stage without a formal implementation schedule. The Regional Municipality of Hamilton-Wentworth, the area's fifth largest employer,32/ also has an affirmative action plan in place. In 1984, of the 3,073 employees of the Region, 83 women were in management positions.33/

In December 1984, forty-eight hours prior to the hiring of an Affirmative Action officer, the City of Hamilton, with 2,000 employees, the ninth largest employer in the Region,34/ dropped the post from its budget. The initial concern for the need of an Affirmative Action programme at City Hall occurred in the late 1970's. The local Status of Women Committee reported that three-quarters of part-time employees were women and that the women working for the municipal government were, on average, over-educated and underpaid, considering the jobs they held. However, the lasting impact of the recession has continued to force budget cuts at City Hall and the Affirmative Action co-ordinator was one casaulty. No systematic or logical plan will be in effect at City Hall, now, to attempt to improve the economic and status inequalities that exists at the local level of government.35/

ii) Equal Pay

On October 25, 1984, Chris Pilkey, speaking on behalf of the Ontario Federation of Labour, once again urged the government to implement legislation guaranteeing both equal pay for work of equal value and the introduction of Affirmative Action programmes.36/ Prime Minister Mulroney, while campaigning, promised action on the equal pay issue if elected however, the issue remains primarily a provincial responsibility. Legislated equal pay for work of equal value would mean that women and men working in different jobs considered to be of equal value to the employer would have to be paid equal wages. Skills required, level of responsibility and decision making requirements would all be considered in determining relative values of jobs. Section 11 of the Canadian Human Rights Act states the criterion for redefining the value of jobs should be:

> "the composite of skill, effort and responsibility required in the performance of the work and the conditions under which the work is performed."37/

Currently, women and men in Ontario must be paid the same wages for doing the same job. The federal government and the Quebec provincial government have both enacted equal value legislation. In Ontario, the bill to make equal pay for work of equal value law was defeated, though a resolution in favour of the concept was passed. Presently, women's salaries in the provincial public sector average 77 percent of men's.38/

The provincial government has responded to the issue by preparing amendments to the Employment Standards Act in the form of Bill 141. This, however, has been uniformly denounced by women's groups across the province except the

Ontario Status of Women Council. This, in turn, brought charges against the Council and its' new chairperson, Sam Ion, that she and the Council had "sold out" by changing their previously established stand.39/ Adequate equal pay legislation still appears to be a very long-term reality in the province.

While this controversy continues to swirl, a major fallout of the lack of equal pay continues to grow; poverty among women. Without changes in present policies, women will continue to hold jobs earning less pay. Single women and single mothers are especially vulnerable to long-term downturns in the economy. Too often, their only available alternative becomes General Welfare Assistance or Family Benefit Assistance. Economic independence and sexual equality in the workplace remain two major issues for the 1980's.

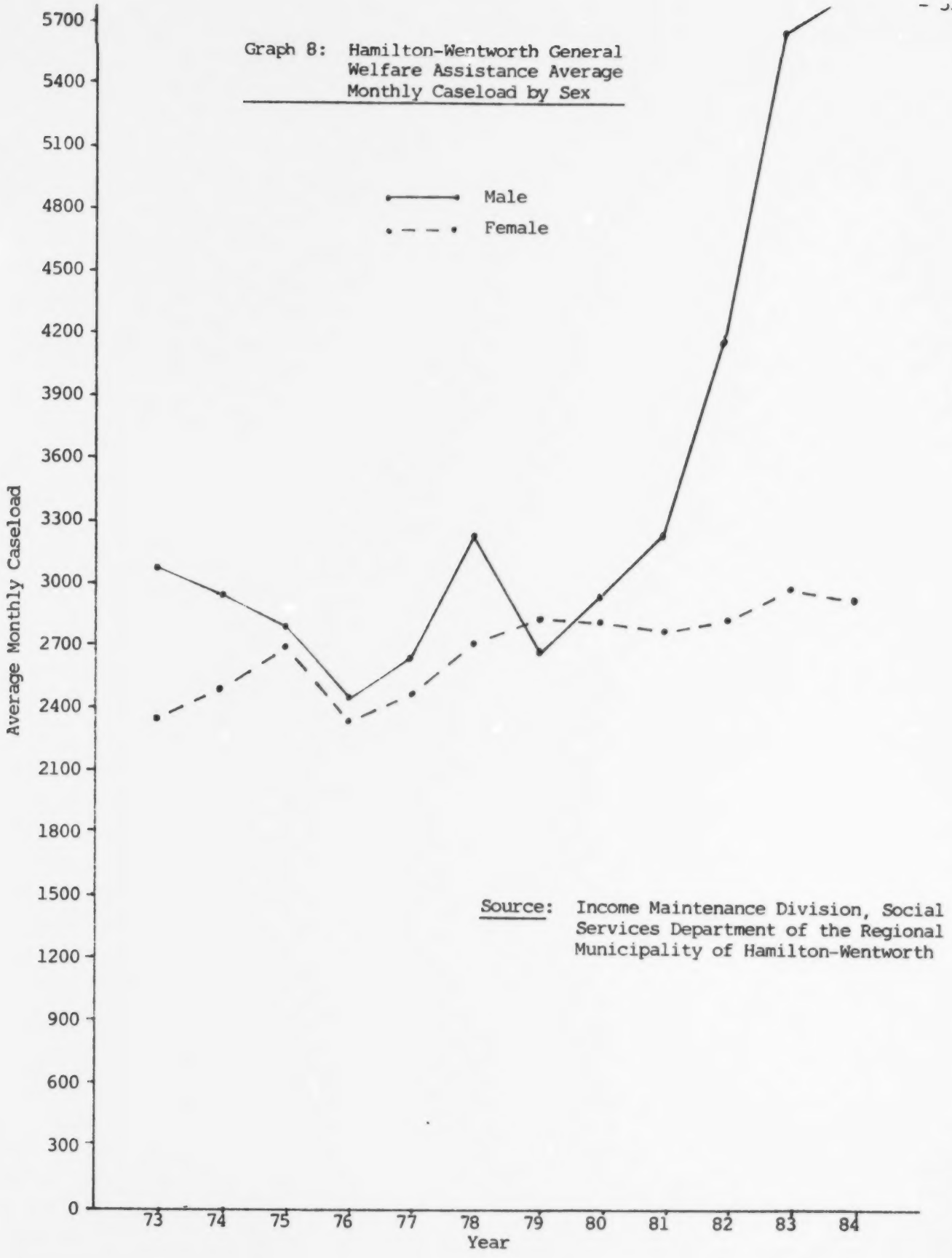
SOCIAL ASSISTANCE

The National Anti-Poverty Group (NAPO) reported that in 1981 3.5 million Canadians lived in poverty. By 1983, 800,000 had been added to that figure, a twenty-three percent increase in two years.40/ A vast majority of those individuals living in poverty depend on social assistance for their economic survival. For women in Hamilton-Wentworth, the two primary forms of social assistance are General Welfare Assistance (G.W.A.) and Family Benefits Assistance (F.B.A.). The former is the responsibility of the Region but is cost-shared with the Province paying 30 percent and the federal government 50 percent of the total cost. The Family Benefits programme is administered solely by the provincial government and is cost-shared 50/50 with the federal government.

G.W.A., in its inception, was intended as a stop-gap measure. It was to be used to financially assist people until they could find other sources of regular income. Graph 8 shows a large increase in the number of welfare recipients since 1981 in the Region. Though not as great in sheer volume as the number of men, the number of women dependent on G.W.A. has steadily increased since 1981. An all-time-high level was reached in 1983 with little change occurring in 1984.

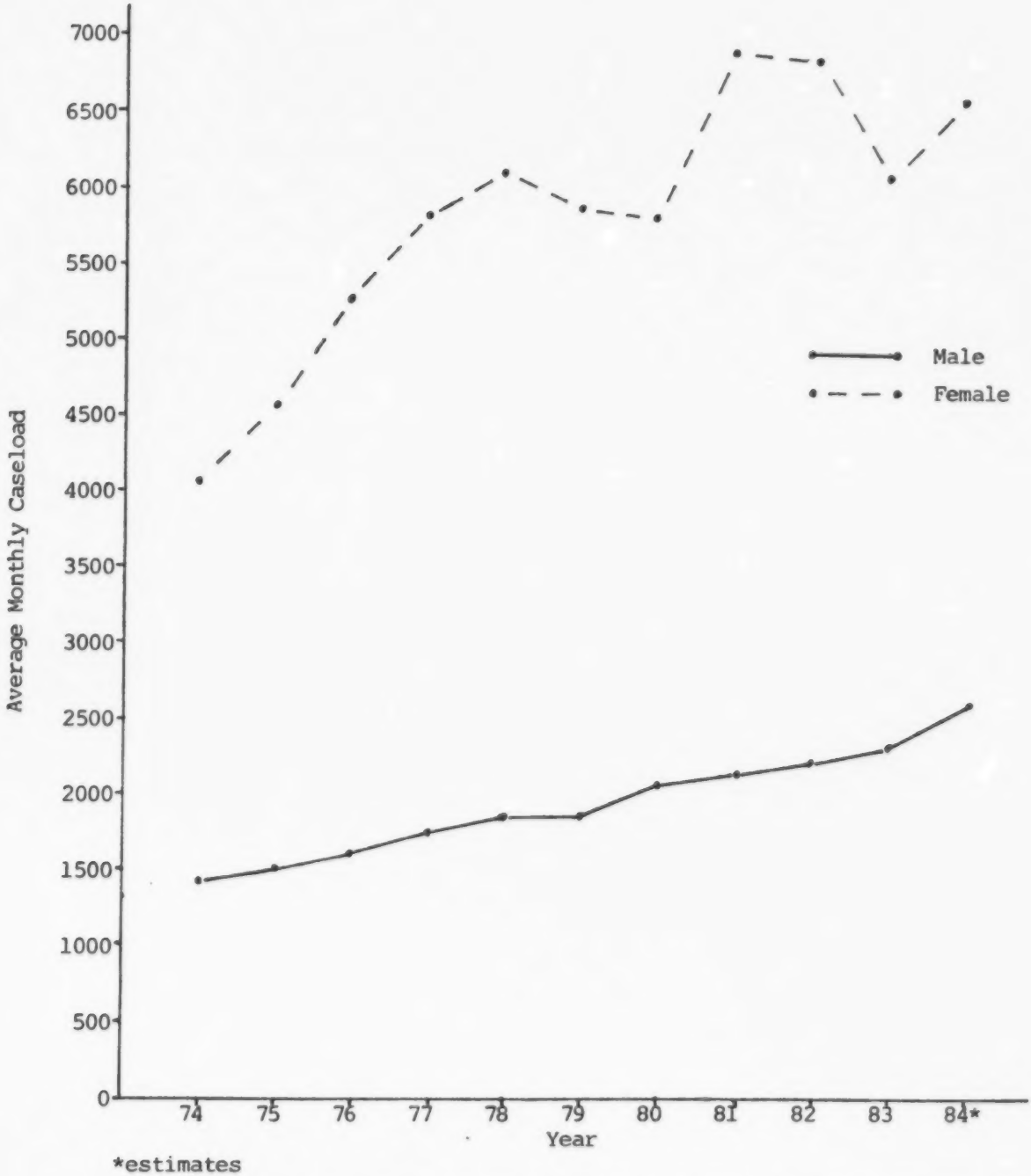
The reverse female/male pattern occurs with F.B.A. recipients (see Graph 9). The Family Benefits Act is supposed to provide for individuals who are likely to required social assistance for a longer period of time. The majority of women with families are eventually transferred from G.W.A. to F.B.A. caseloads sometime after an initial three month waiting period. The transferring of cases accounts for the higher rate of female F.B.A. recipients in the Region. There was a sharp jump in the average monthly female F.B.A. caseload between 1980 and 1981 in Hamilton-Wentworth as indicated by Graph 9. While there was a slight decline from this high level in 1982 and 1983, 1984 Ontario Ministry of Community and Social Service estimates once again predict an increase in the number of recipients in the Region.41/ While G.W.A. recipients represent an acute situation, those dependent upon F.B.A. represent a more chronic, long term problem within the economic system.

Graph 8: Hamilton-Wentworth General Welfare Assistance Average Monthly Caseload by Sex



Source: Income Maintenance Division, Social Services Department of the Regional Municipality of Hamilton-Wentworth

Graph 9: Hamilton-Wentworth Family Benefits
Average Monthly Caseload by Sex



*estimates

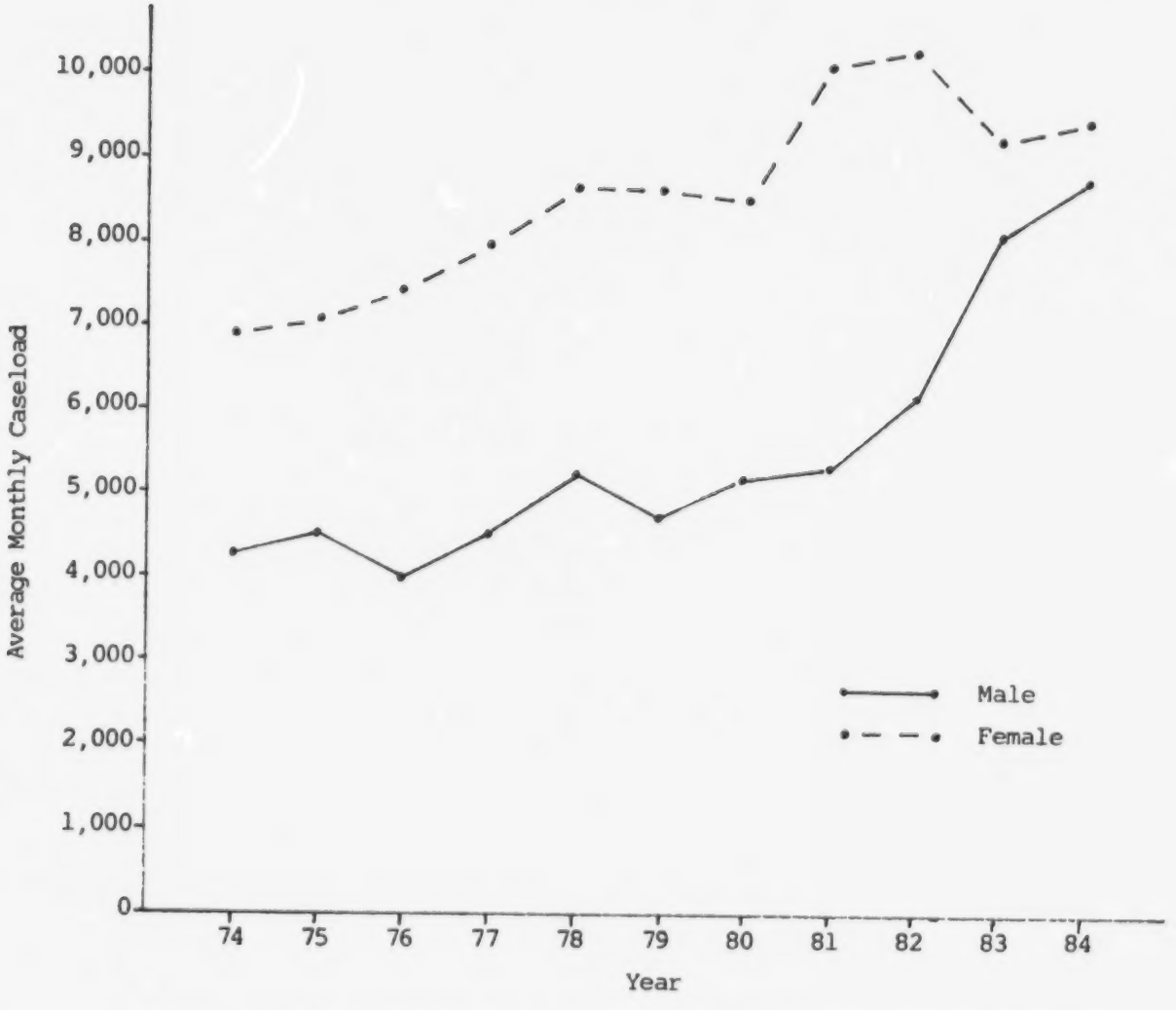
Source: Ontario Ministry of Community and Social Services Operational Support Branch, Income Maintenance Unit.

The most accurate picture of social assistance utilization is seen in Graph 10. The graph combines the total monthly averages of Graphs 8 and 9 between 1974, the year the Region was formed, and 1984. While the number of male recipients has dramatically increased since the onset of the recession, women in Hamilton-Wentworth have continuously relied to a greater extent on social assistance benefits than have men. The levels of need have been greater since the recession than at any time previously for women. While the record high of 1982 was followed by a decrease in 1983, 1984 again saw an increase in the absolute number of women in Hamilton-Wentworth requiring financial assistance.

One reason social assistance caseload levels are such an important issue is because social benefit levels are a major contributing factor to female poverty regionally, provincially, and federally. Table 21 compares G.W.A. and F.B.A. levels to three measures of poverty and adequacy applicalbe to Hamilton-Wentworth. Four case scenarios are presented as illustrations of inadequacy of the social assistance levels. As is readily visible, even with the addition of a shelter subsidy and additional government benefits, yearly incomes range well below poverty line and adequacy levels (29.5%-49.1% below). While the Statistics Canada and Canadian Council on Social Development measures are more general indicators, the Adequate Budget Income Level is unique to Hamilton-Wentworth. It reflects the cost to live in Hamilton-Wentworth and the family income required to be able to live adequately within the Region.42/

It is clearly evident that the number of women in Hamilton-Wentworth requiring social assistance has increased since the onset of the recession. It is also very evident that the incomes they receive are far from adequate. The recession, in actuality, has widened the gap between benefit levels and recognized minimum income levels required to live in the Region. The recession has pushed women receiving social assistance in Hamilton-Wentworth further into poverty.

Graph 10: Hamilton-Wentworth Combined Social Benefits Average Monthly Caseload by Sex (G.W.A. & F.B.A. Averages)



Sources: Ontario Ministry of Community and Social Services Operational Support Branch, Income Maintenance Unit.

Income Maintenance Division, Social Services Department of the Regional Municipality of Hamilton-Wentworth

TABLE 21

GWA[1] AND FBA[1] BENEFITS IN CONTRAST TO THREE MEASURES OF POVERTY AND ADEQUACY IN HAMILTON-WENTWORTH (1984)

Recipient Circumstances	Monthly Benefit a) GWA b) FBA	Monthly Shelter Subsidy[2]	Other Benefits[3] (Maximum) a) GWA b) FBA	Yearly Income a) GWA b) FBA	Statistics Canada Revised Low Income Cut-off[4] Point	Canadian Council on Social Development Poverty Lines	Adequate Budget Income Levels[5]
Single Woman Living in bachelor apt. ($235/month)[6]	a) $263.00 b) $307.00	$ 90.00*	$ 500.00 $ 500.00	$ 4736.00 $ 5264.00	$ 9403.00	$ 9506.00	$ 9578.00
Mother, 8 year old girl living in one bedroom apt. ($295/month)[6]	a) $426.00 b) $505.00	$ 90.00*	$1502.40 $1546.00	$ 7694.40 $ 8736.40	$12397.00	$15094.00	$14253.00
Mother, 8 year old girl, 13 year old boy living in two bedroom apt. ($356/month)[6]	a) $504.00 b) $592.00	$100.00*	$1904.80 $2032.80	$ 9152.80 $10336.80	$16559.00	$18113.00	$16345.00
Mother, 8 year old girl, 13 year old boy, 16 year old son living in three bedroom apt. ($427/month)[6]	a) $584.00 b) $695.00	$110.00*	$2607.20 $2819.20	$10935.70 $12479.20	$19135.00	$21131.00	$20330.00

* ceiling level

For notes 1-6, see following page

Cont'd...

NOTES

[1]Benefit levels based on Schedule A where heating costs are included in housing charge (see also Footnote 43). Persons receiving benefits also obtain free OHIP coverage, drug benefits and special assistance items.

[2]Monthly Allowance determined by utilizing Table 22.

[3]Other benefits consist of Ontario Property Tax Credit, Family Allowance, Child Tax Credit plus the Dependent Child Benefit for F.B.A. recipients.

[4]1984 levels derived by applying the National Council on Welfare's inflation estimate of 5% on to 1983 levels.

[5]Adequate Budget Income obtained from the Guide for Family Budgeting Hamilton-Wentworth, 1982). (see Footnote 42) The 1984 level was derived by adding 5% to update 1982 levels to 1983 levels and another 5% to determine the 1984 estimate. These increases reflect the changes in the Consumer Price Index.

[6]Apartment rents based on the average private market rental costs in Hamilton as determined by the Canada Mortgage and Housing Corporation (CMHC) in their semi-annual rental apartment vacancy survey (October, 1984).

TABLE 22

SHELTER SUBSIDIES (1984)

NUMBER OF BENEFICIARIES	THRESHOLD (Monthly shelter costs at which subsidy begins	MAXIMUM BENEFIT (Monthly cash subsidy)	RANGE (Actual shelter costs over which the subsidy applies)
1	$ 105.00	$ 90.00	$105.00 - $225.00
2	$ 180.00	$ 100.00	$180.00 - $313.00
3	$ 190.00	$ 110.00	$190.00 - $337.00
4	$ 200.00	$ 120.00	$200.00 - $360.00
5	$ 210.00	$ 130.00	$210.00 - $383.00
6 & over	$ 220.00	$ 140.00	$220.00 - $407.00

The number of beneficiaries is determined and then the threshold level is subtracted from the actual monthly rent. This amount is then multiplied by 75%. The resultant figure or the maximum benefit, whichever is lower, is the actual monthly housing allowance.

TRAINING AND EDUCATION

As previously indicated, women in Hamilton-Wentworth, on average, have lower levels of education than do men (see Table 2). The maze-like system of post-secondary opportunities is shown in Figure 1. In September 1984, an estimated eighty-two options were available with the system, from upgrading of basic skills, to university education, to highly specialized technical training.44/

1. Training

Under the National Training Act, a federal training programme has been established (see Figure 2). It is operated under the auspices of the Canada Employment and Immigration Commission (C.E.I.C.). In 1983-84, there were 4,623 trainees in various programmes in the Region. Table 23 gives the provincial and federal breakdown by programme and sex of trainees for 1982-83. The only programme in Ontario to have more female than male trainees was the general orientation course.

The 1984 Royal Commission Report on Equality in Employment, the "Abella" Report, stated that the training programmes offered by the National Training Programme did not meet the needs of women. Older women, trying to enter or re-enter the labour force, were particularly unaided by the available opportunities as were sole-support women. The Commission stated that inadequate attention was being paid to retraining for women. The training that was being provided was not always totally appropriate to the future needs of employees. Many women were being instructed for jobs that would become redundant with future automation.45/

Some of the government's initiatives to get women into non-traditional programmes are limited by budget restrictions. Others require some type of bridging programme to make them more

accessible, according to the Canadian Congress for Learning Opportunities for Women.46/ A 1983 survery of 146 single mothers living in Hamilton conducted by "Single Mothers Against Poverty" (S.M.A.P.), found that while only 26 percent were enrolled in educational or training programmes, 84 percent expressed interest in attending. Barriers reported that prevented the respondents from entering were the cost of the programmes, the cost of child care while they were attending and the cost of transportation.47/

Locally, there have been programmes established in attempting to assist special needs populations. The YWCA sponsored a series of lectures and seminars aimed at women over the age of thirty who were trying to re-enter the job market for the first time. In early 1985, the Adult Basic Education (ABE) hotline began. Its service is aimed at providing information for women and men in the Region about the programmes available to upgrade their basic academic skills.

The Regional Social Service Department also has an employment services unit. Its purpose is to assist chronically unemployed women and men in finding employment. This service, available to individuals on General Welfare Assistance, teaches job search skills, interview skills and generally attempts to make clients more job ready.

It is very difficult to assess the impact of the recession on training opportunities for women in Hamilton-Wentworth as no pre-recession and post-recession data are available. No conclusions concerning trends can be drawn.

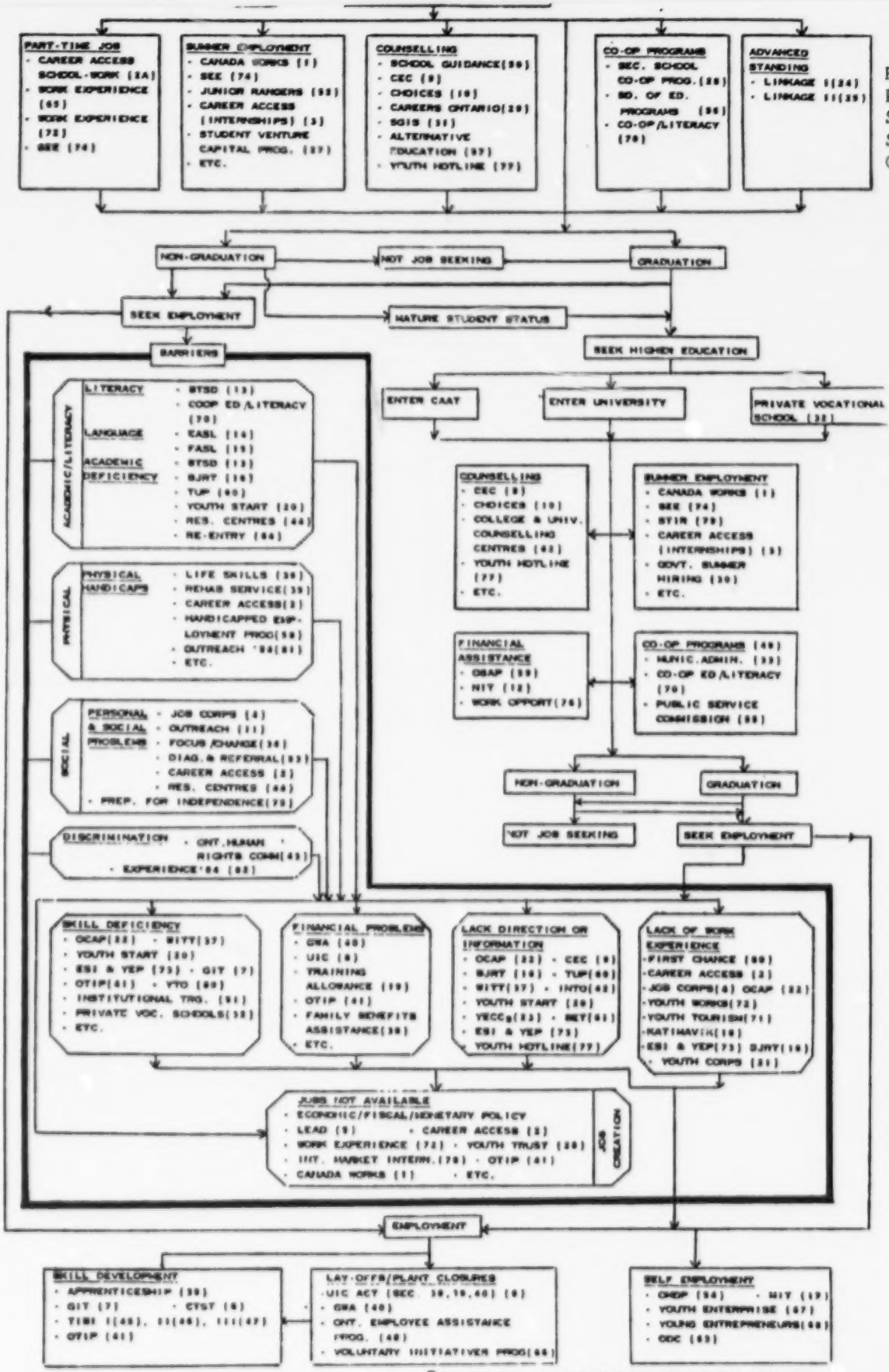
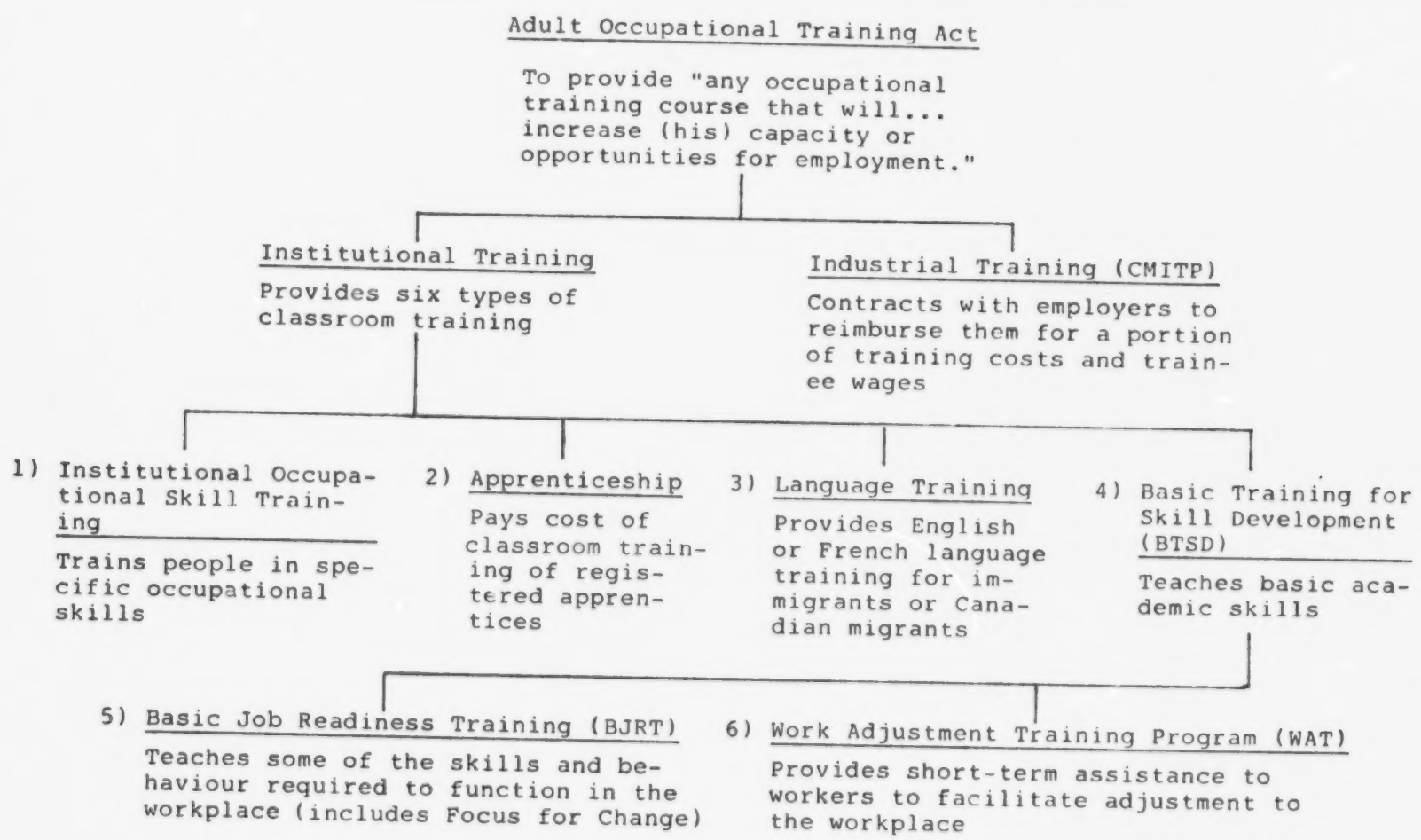


Figure 1: Post-Secondary School Options

Source: PLANNING AND DEVELOPMENT BRANCH
SKILLS DEVELOPMENT DIVISION
MINISTRY OF COLLEGES AND UNIVERSITIES
GOVERNMENT OF ONTARIO

September, 1984

Figure 2: Structure of Federal Training Programs


Adult Occupational Training Act
To provide "any occupational training course that will... increase (his) capacity or opportunities for employment."
Institutional Training
Provides six types of classroom training
Industrial Training (CMITP)
Contracts with employers to reimburse them for a portion of training costs and trainee wages
1) Institutional Occupational Skill Training
Trains people in specific occupational skills
2) Apprenticeship
Pays cost of classroom training of registered apprentices
3) Language Training
Provides English or French language training for immigrants or Canadian migrants
4) Basic Training for Skill Development (BTSD)
Teaches basic academic skills
5) Basic Job Readiness Training (BJRT)
Teaches some of the skills and behaviour required to function in the workplace (includes Focus for Change)
6) Work Adjustment Training Program (WAT)
Provides short-term assistance to workers to facilitate adjustment to the workplace

Source: Patricia Dale, Women and Jobs: The Impact of Federal Government Employment Strategies on Women, 1980, p. 47.

TABLE 23

INSTITUTIONAL TRAINING: FULL-TIME AND PART-TIME TRAINEES STARTED BY TYPE OF TRAINING AND SEX (1982-83)

	[1]Skill Training		[2]Apprentice-Ship		[3]Language Training		[4]BTSD		[5]BJRT		[6]WAT		Occupational Orientation		Total	
	M	F	M	F	M	F	M	F	M	F	M	F	M	F	M	F
tario	14,573	6,365	20,527	1,012	3,035	2,336	2,992	1,344	1,393	1,086	596	416	280	1,691	43,396	14,250
	69.6%	30.4%	95.3%	4.7%	56.5%	43.5%	69.0%	31.0%	56.2%	43.8%	58.9%	41.1%	14.2%	85.8%	75.3%	24.7%
nada	78,597	37,843	70,364	2,401	7,683	6,362	11,181	9,074	3,158	3,634	688	471	587	2,925	172,258	62,710
	67.5%	32.5%	96.7%	3.3%	54.7%	45.3%	55.2%	44.8%	46.5%	53.5%	59.3%	40.7%	16.7%	83.3%	73.3%	26.7%

te: Numbers and Programmes correspond to those in Figure 2

urce: Canada Employment and Immigration Commission

2. Education

There are three forms of post-secondary education opportunities available in Hamilton-Wentworth that are not sponsored by C.E.I.C.:

1) Vocational Schools
2) Mohawk College of Applied Arts and Technology
3) McMaster University

There are seventeen vocational schools in Hamilton-Wentworth. They included business academics, word processing and computer centres and schools of welding. These schools offer very job-specific skill training to interested women and men. It is unknown, however, the total numbers attending these schools.

Mohawk College offers two and three year diploma programmes throughout its several campuses located across the Region. Table 24 shows the full-time enrollment figures from 1971-72 to 1984-85. Since the 1973-74 academic year, women have constitued forty-nine percent or more of the College's full-time enrollment. More than 50 percent of part-time registrants, taking both credit and non-credit courses at Mohawk, have been female since 1976-77. Part-time students currently out-number full-time students at a 3:1 ratio and have since 1977.

McMaster University, one of the province's fourteen universities, attracts students from across the province, the country and the world, though many are from the Region. Graphs 11 - 13 illustrates enrollment patterns from 1970 to 1984. The majority of full-time students attending McMaster have been male while there have regularly been more women than men enrolled as part-time students despite institutional barriers to entry that

favour full-time education. With the onset of the recession, an increase in total enrollment occurred. The 1983-84 academic year saw the greatest number ever of students enrolled in undergraduate classes at McMaster. It was also the first year there were more female than male undergraduates registered at the University.

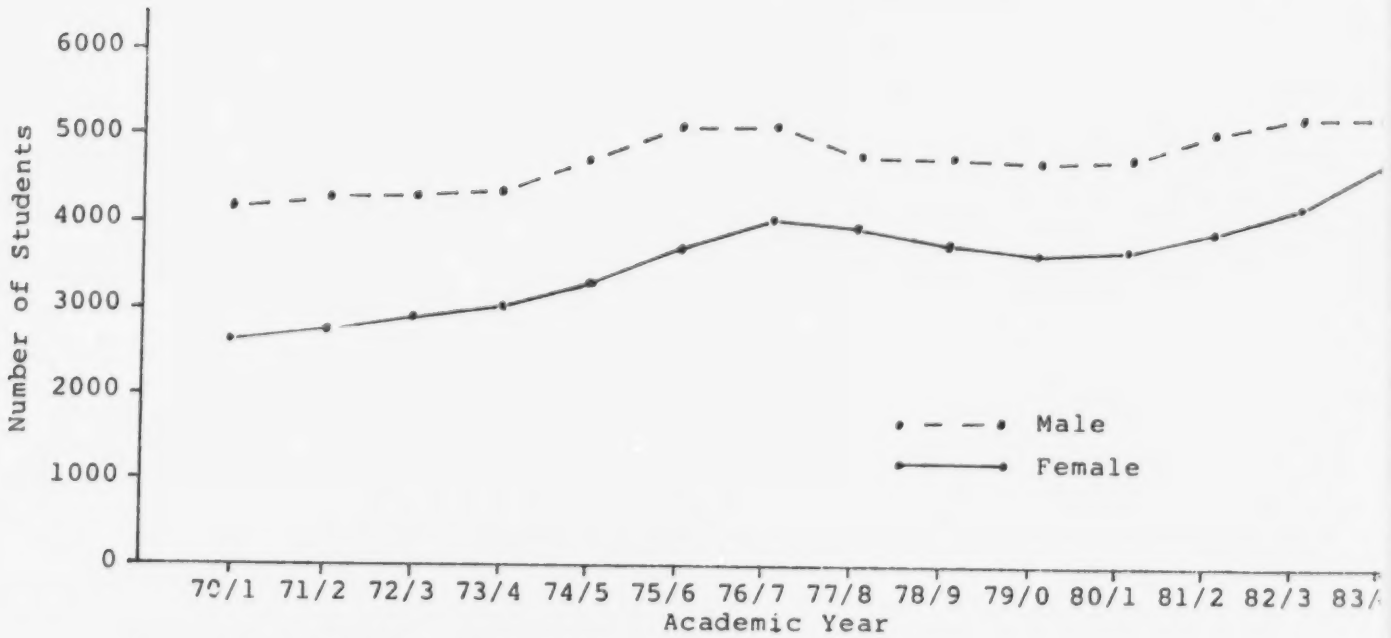
TABLE 24.

MOHAWK COLLEGE FULL-TIME (DIPLOMA) ENROLLMENT

Year	Male	(%)	Female	(%)	Total
1971-72	1943	(76)	622	(24)	2565
1972-73	1927	(70)	812	(30)	2739
1973-74	1832	(51)	1778	(49)	3610
1974-75	1867	(46)	2039	(54)	3785
1975-76	2006	(49)	2065	(51)	4071
1976-77	1934	(50)	1962	(50)	3896
1977-78	1976	(49)	2025	(51)	4001
1978-79	1975	(49)	2084	(51)	4059
1979-80	2274	(50)	2238	(50)	4512
1980-81	2428	(51)	2310	(49)	4738
1981-82	2329	(51)	2134	(49)	4523
1982-83	2833	(50)	2790	(50)	5623
1983-84	2962	(49)	3074	(51)	6036
1984-85	3034	(51)	2915	(49)	5949

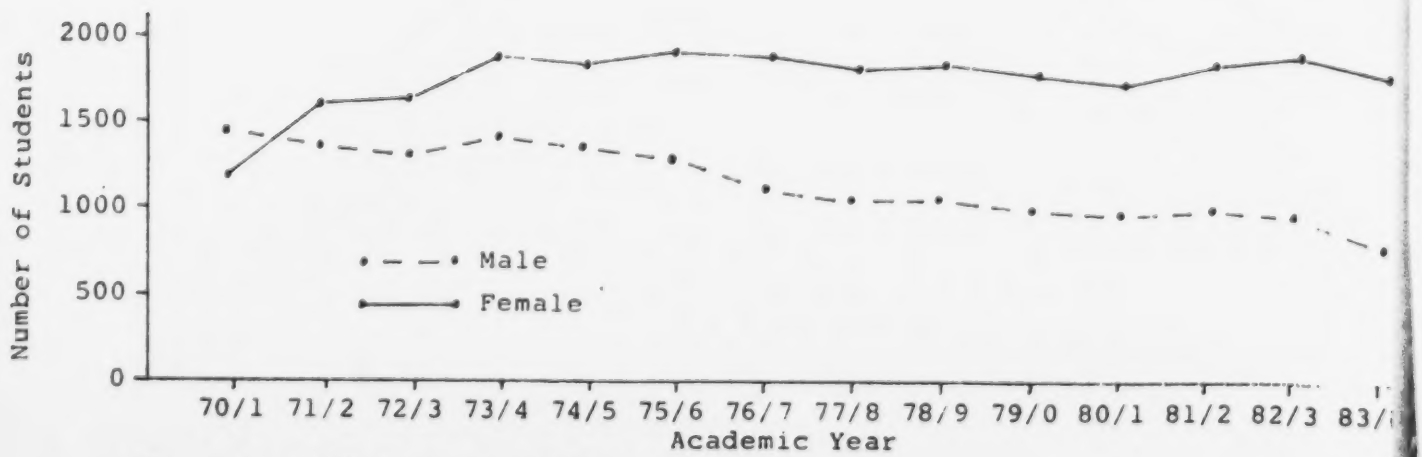
Source: Mohawk College of Applied Arts and Technology

Graph 11: McMaster University Full-Time Student Population, 1970-1984



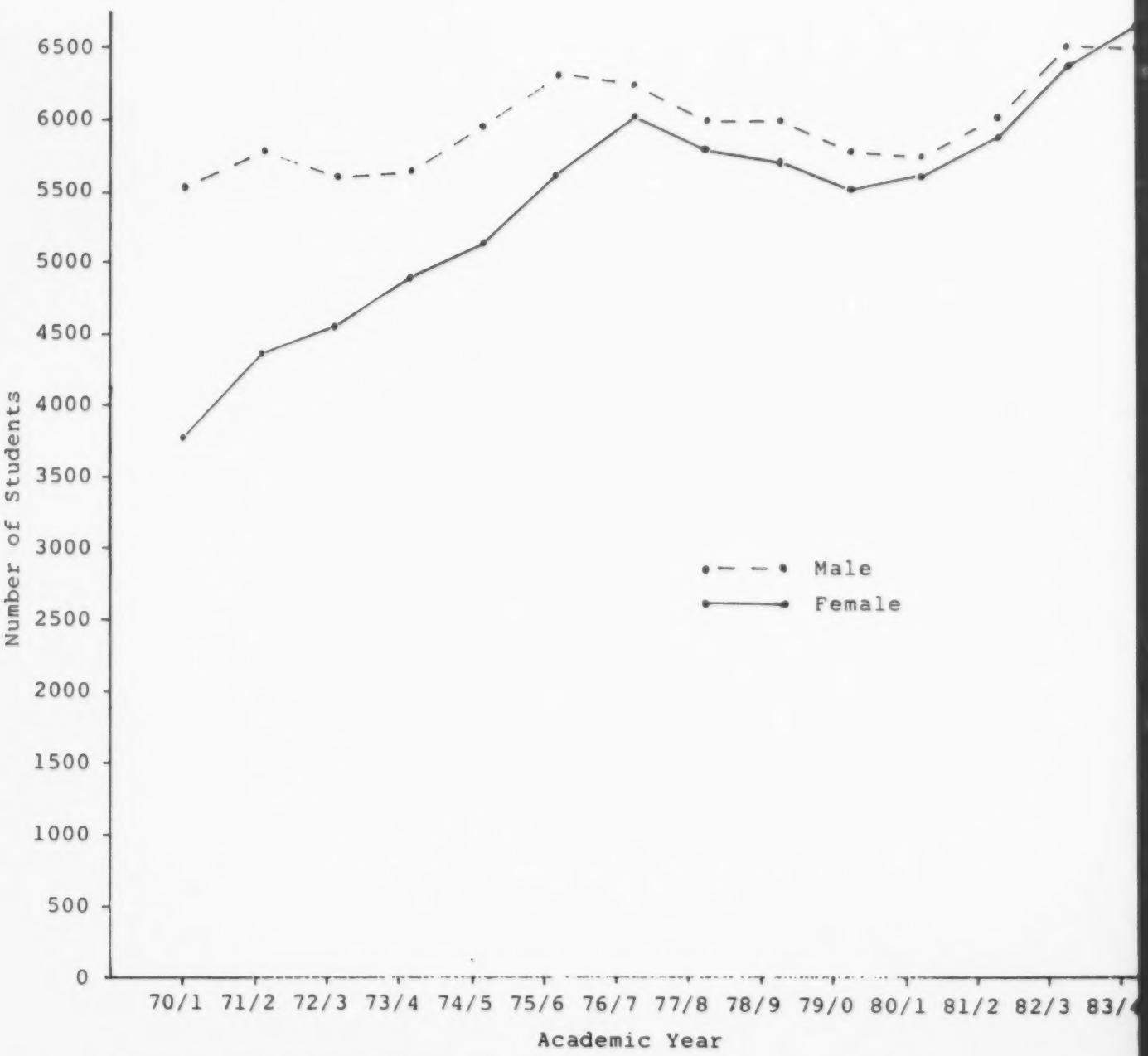
Source: McMaster University

Graph 12: McMaster University Part-Time Student Population 1970-1984



Source: McMaster University

Graph 13: McMaster University Total Student Population, 1970-1984



Source: McMaster University

DAY CARE

Another key element that continues to restrict the entry and competitiveness of women in the labour market is the lack of good quality, affordable, appropriately supervised day care in the Region and across the province. The problems of accessibility and affordability in the provincial day care system were confirmed by the Ontario government's Standing Committee on Social Development in a 1985 report.48/

Regionally, the "Hamilton Coalition for Better Day Care" has actively demonstrated the problems women face not only as recipients but also as providers of day care services in Hamilton-Wentworth. The Coalition's efforts included a presentation in September 1984 to the Standing Committee on Social Development for the Province of Ontario. The Coalition's representatives reported that, while there are nearly 54,000 children under the age of ten in Hamilton-Wentworth, there are fewer than two thousand spaces available in supervised licensed group care centres.49/ Even if only one child in ten needed to be placed in day care to allow a mother who wished or needed to work, a chronic shortage would exist. This situation does exist in Hamilton-Wentworth and various other alternatives that are not all totally satisfactory are often used to compensate for the lack of adequate facilities. The Ontario Coalition for Better Day Care estimated that provincially 80 - 85% of children are cared for in unsupervised and unregulated arrangements.49a/

The Region is responsible for the provision of much of the day care in the area, including the subsidization of individual children. The Region is involved in two programmes:

1) Direct Service i) Private Home Day Care
   ii) Theraputic Care
2) Purchase of Service: From licensed Group Centres

Private Home Day Care (PHDC) involves the care of children in an individual's home. There are less than 300 of these types of spaces available across the City designed for children of all ages that

Regional Social Services subsidizes. Centre care is primarily aimed at children of pre-school age with only fifteen centres accepting toddlers (18-30 months) and just seven licenced to care for infants (1 -18 months).50/ Currently, there are no subsidies available for group infant care.Many of the Region's theraputic referrals are handled by the Red Hill Children's Centre. Most theraputic referrals are subsidized. They are alloted based on either parent or child need with at least one parent involved in a separate but complimentary programme to assist in parenting skill development.

The spaces are not only few in the Region. they are also expensive. A working two-parent family with a pre-school aged child and a toddler could pay up to 40% of their gross income for child care alone.51/ The need for subsidized care is evident, especially for lower income earners and also for average income earners. However, if an individual does not work twenty hours. they cannot obtain a subsidy as part-time and volunteer workers are not eligible for subsidized day care in Hamilton-Wentworth. The current restrictions make it very difficult to qualify for a day care subsidy in the Region.

The situation is also quite complicated for those with children aged 10-12. The Child Welfare Act states a child must be supervised until the age of twelve, however, the Day Nurseries Act limits subsidized day care to children under ten years of age. Presently, there is no organized, on-going child care programme in the Region for children between the ages of ten and twelve.52/

Graph 14 shows the decrease in the average number of children in the day care subsidy programme from 1979-1983. It indicates the reduction in the number of days of care being provided by the Region. This decrease does not correspond to any reduction in fundings, as shown by Table 25 which compares the Day Nurseries' expenditures of Hamilton-Wentworth with that of the province. Hamilton has continued to receive between 4.0 and 4.6 percent of the province's total expenditures on day care amounting to an average increase of over fifteen percent between 1978 and 1983 yet there has been a decline in the number of days of care provided.

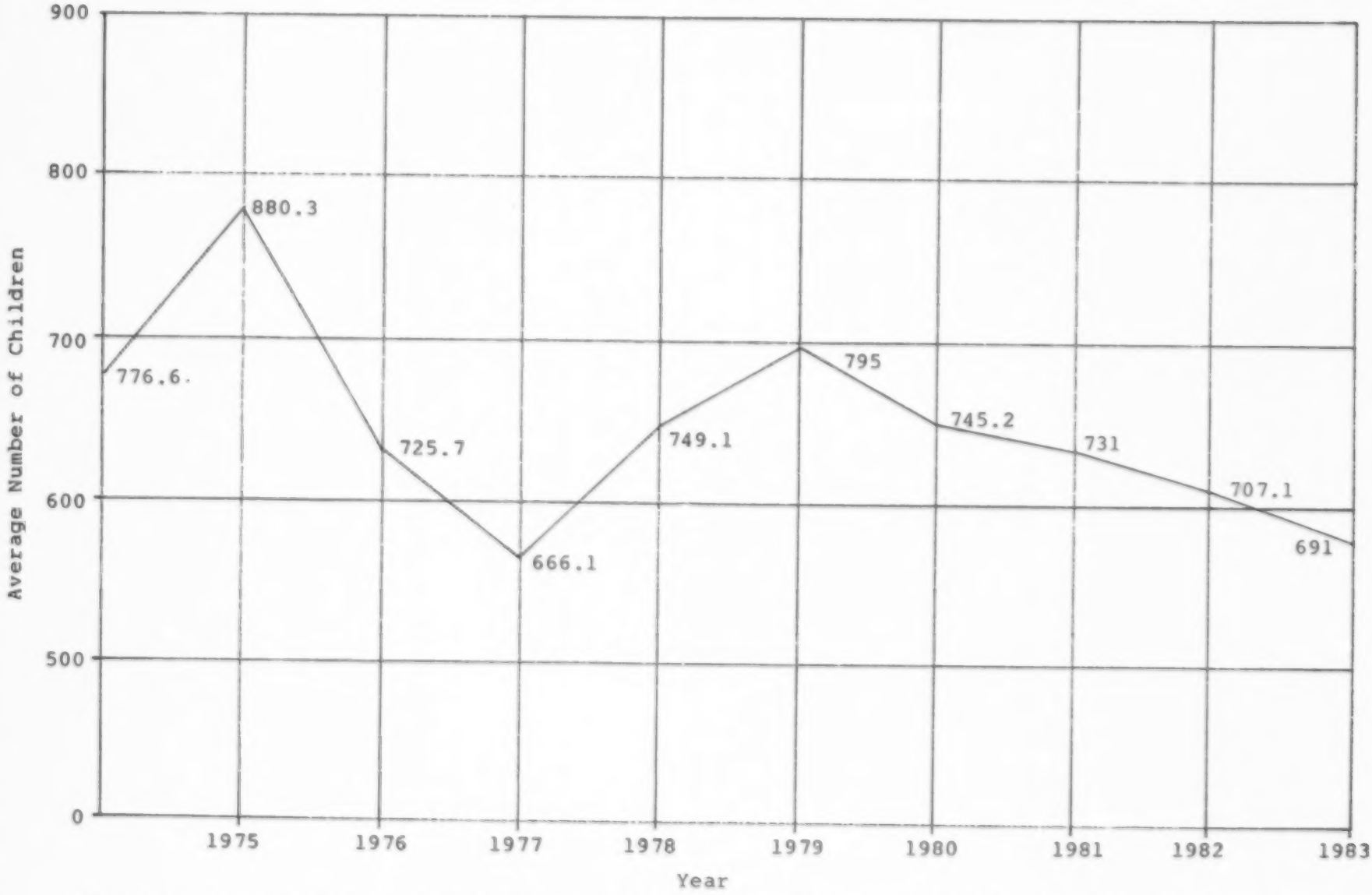
TABLE 25

PROVINCIAL AND REGIONAL DAY CARE EXPENDITURES

Year	Ontario($)	Hamilton-Wentworth($)	% Increase	% H-W expenditure of total Ontario
1977	35,663,687	1,431,377	--	4.0
1978	43,017,246	1,889,003	32.0	4.4
1979	47,218,077	2,127,681	11.2	4.5
1980	53,112,709	2,418,766	13.7	4.6
1981	63,111,425	2,740,225	13.3	4.3
1982	75,173,773	3,286,091	19.9	4.4
1983	92,409,556	3,870,284	17.8	4.2

Source: Ontario Ministry of Community and Social Services, Expenditures By Municipality, 1977-1983.

Graph 14: Hamilton-Wentworth Regional Day Care Program Enrollment



Source: Support Services Division, Social Services Department of the Regional Municipality of Hamilton-Wentworth

Table 26 indicates the amount being spent on three of the Region's primary programmes. There were increases in the funding of PHDC, licenced facilities and the Red Hill Children's Centre between 1980, 1981 and 1982 though funding increases did decrease somewhat in 1983. However, when increases in funding are adjusted for inflation using the Consumer Price Index (CPI), real growth is much smaller (in 1980 dollars). Between 1980 and 1984, real growth in the Licenced Nurseries budget was 8.5% while the PHDC budget increased 9.8% and the Red Hill Children's Centre's increased by 15.3% ($59,944).53/

TABLE 26

ACTUAL PROGRAMME EXPENDITURES

Year	Licenced Nurseries		PHDC*		Red Hill Children's Centre	
	Budget	% Increase	Budget	% Increase	Budget	% Increase
1980	1,646,320	--	474,910	--	347,480	--
1981	1,843,921	12.0	548,475	15.5	397,661	14.4
1982	2,112,793	14.6	649,233	18.4	486,862	22.4
1983	2,367,959	12.1	690,954	6.4	530,805	9.0

* includes administrative costs of programme.

Source: Hamilton-Wentworth Regional Social Services Budgets, 1980-1983.

The regular increases in the Regional day care expenditure from the province has not had a real impact on the lack of spaces. While 80% of centre budgets do go to salary, the average annual wage for child care workers, who are almost exclusively women is approximately $10,000, just minimally above the poverty line for a single person. (See Table 21) There is also little in the way of

professional development opportunities or benefits for most day care workers. The intensity of the work combined with lack of adequate support has led to concerns about high levels of burnout among staff.54/

Private Home Day Care providers, most of whom are female, earn between $4,200 and $5,000 a year on average. Out of their wages, they must provide educational toys and materials for the children, food, laundry, required home renovations and daily upkeep.55/ PHDC providers are also responsible for both the provision of care and the administrative tasks involved in operating a "mini-centre". As well, if a child does not attend for a day, the PHDC provider receives no compensation. Unlike centres that are funded based upon their enrollment, PHDC providers are funded based on days attended. Day care providers are among the most disadvantaged working women.

The Regional situation is similar to the National scene with low and high income families having greater access to day care. Families marginally above the poverty line may experience major financial barriers that prevent adequate access to day care. This, in turn, can act as a deterent for women with children who want or need to enter or re-enter the labour force.

A few alternatives do exist in the Region. There are co-op centres where parents (usually mothers) volunteer their time as supervisors. This helps in defraying costs as well as allowing parents to interact with their children in the day care environment. However, this model does not serve working parents well. Another new model, that incorporates the idea of parent-child interaction, is employer sponsored day care. In this method, the employer may donate one or combinations of facilities, time, administrative assistance, maintenance or money in establishing a day care facility for employee's children. This allows parents to visit with their children

at lunch or breaks and may make it easier for a parent to find supervised care for her/his child. These ideas, while being positive steps forward, are recognized as not being applicable to all situations nor to all parents.

On November 8, 1984, the Hamilton Spectator Lifestyle headline read:

"CRISIS IN DAY CARE: AFFORDABLE, QUALITY DAY CARE ELUDES MAJORITY OF WORKING PARENTS."

The recession worsened the day care situation in the Region in three particular areas:

1) through the lack of funding for existing day care centres and spaces
2) by further limiting the number of official day care spaces eligible for subsidy,

and 3) by prohibiting many parents from seeking non-subsidized spaces because of the cost of care.

At present, there is still only minimal movement on the part of government, on all levels, to provide the day care service necessary in order for women to obtain complete access to education, training, and/or work opportunities.

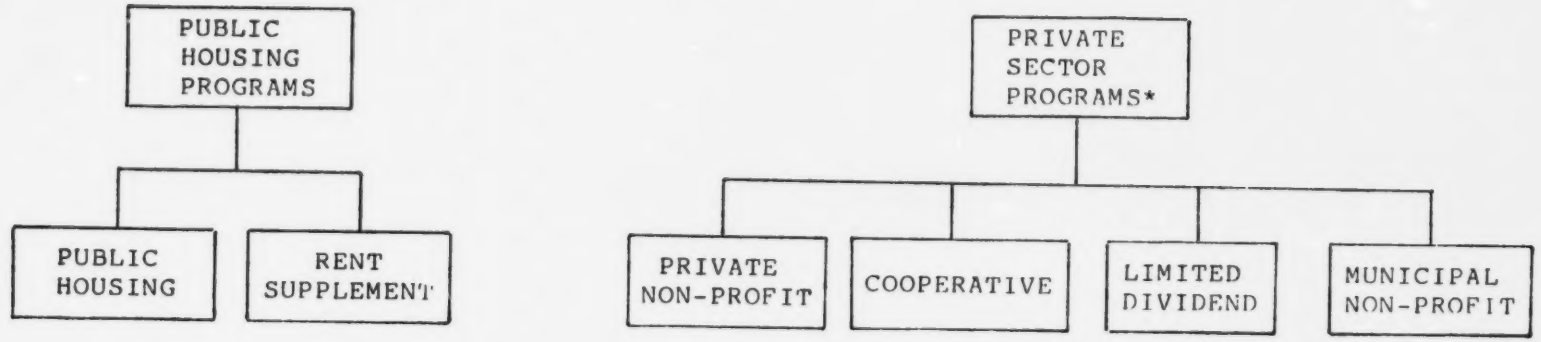
HOUSING

Shelter is one of the basic necessities of life. Insufficient numbers of and the lack of affordable quality housing are problems that affect both women and men. In that regard, it is like day care, however, while day care continues to be viewed as a "woman's issue", housing has maintained an image of being a "family problem".

As has been illustrated, the recession has led to the loss of many jobs and therefore a greater need for financial assistance programmes. With reductions in income, the need for geared-to-income housing increases proportionately. Figure 3 outlines the assisted housing structure in Hamilton-Wentworth and includes the 1984 assisted housing inventory by programme. Table 27 further breaks down the 1982 inventory by programme and municipality while Figure 4 indicates the location of the assisted family housing units in Hamilton by neighbourhood for 1982.

The change in the total number of geared-to-income family units in the Region is shown in Table 28. There was a slight decline in the total number of available units in the late 1970's but from 1980-1984 there was an increase of nearly thirty-five percent. This increase has dramatically tailed off with only 274 assisted family units having been built since 1982. The building of additional units has not substantially reduced the need, however.

Figure 3: Assisted Family Housing Structure in Hamilton-Wentworth



PROGRAMS:	PUBLIC HOUSING	RENT SUPPLEMENT	PRIVATE NON-PROFIT	COOPERATIVE	LIMITED DIVIDEND	MUNICIPAL NON-PROFIT
AGENCIES:	OHC HWHA	OHC HWHA	CMHC	CMHC	CMHC	MMAH
INVENTORY 1984						
3451 (total)	2003	194	1315	505	1273	0

Operates with Provincial/Federal assistance

OHC - Ontario Housing Corporation
HWHA - Hamilton-Wentworth Housing Authority
CMHC - Canada Mortgage and Housing Corporation
MMAH - Ministry of Municipal Affairs and Housing

Sources: Social Planning and Research Council of Hamilton & District, An Inventory of Assisted Housing in Hamilton-Wentworth, 1983

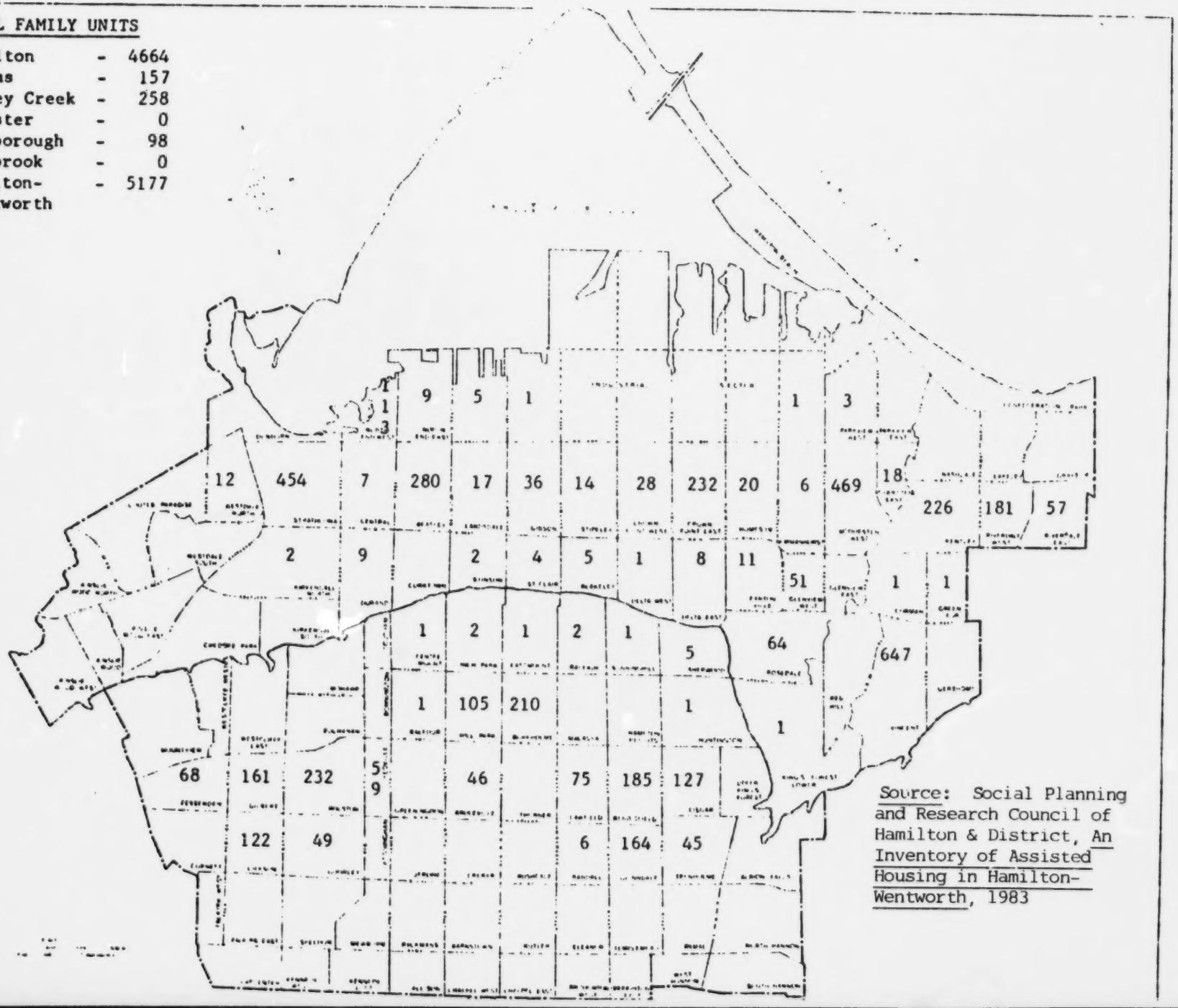
Planning and Development Department of the Regional Municipality of Hamilton-Wentworth

TABLE 27

ASSISTED FAMILY HOUSING INVENTORY BY MUNICIPALITY AND PROGRAMME - 1982

	Hamilton	Dundas	Stoney Creek	Ancaster	Flamborough	Glanbrook	Total
Ontario Housing	1932	25	43	-	-	-	2000
Rent Supplement	233	-	-	-	-	-	233
Private Non-Profit	1162	-	4	-	-	-	1166
Limited Dividend	863	101	211	-	98	-	1273
Co-op Housing	474	31	-	-	-	-	505
Total	4664	157	258	-	98		5177

Source: Social Planning and Research Council of Hamilton and District, An Inventory of Assisted Housing in Hamilton-Wentworth, 1983



Source: Social Planning and Research Council of Hamilton & District, An Inventory of Assisted Housing in Hamilton-Wentworth, 1983

Figure 4: Family Units by Neighbourhood (1982)

TABLE 28

ASSISTED FAMILY HOUSING INVENTORY: HAMILTON-WENTWORTH

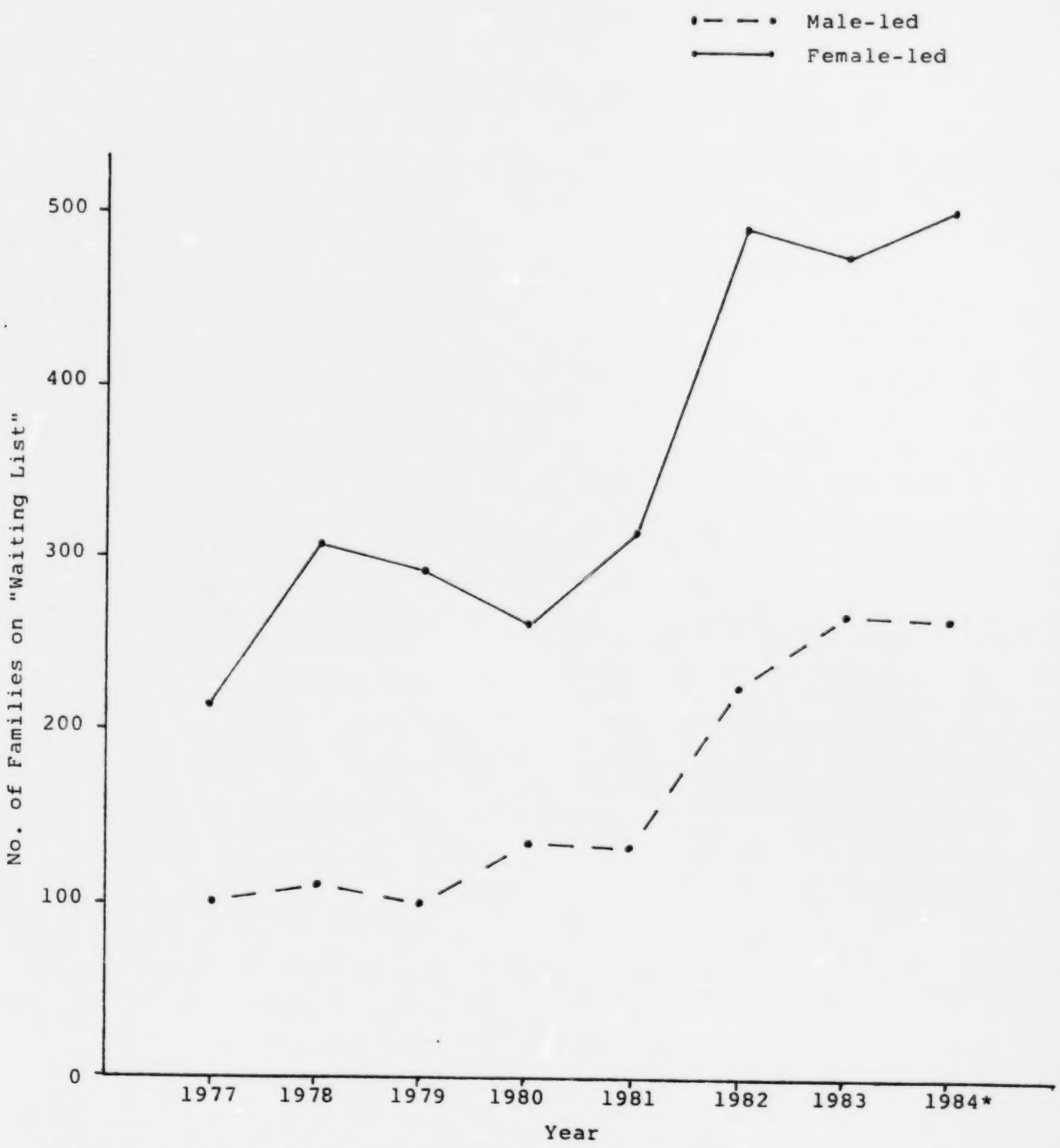
Year	1976	1977	1978	1979	1980	1981	1982	1984*
Total	4,092	4,065	3,924	3,483	4,048	4,323	5,177	5,451
Change		23	- 141	- 411	565	275	854	274
% Change		0.6	- 3.5	-11.2	16.2	6.8	20.2	5.3

* Changes for a two year period as 1983 data unavailable

Source: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth

Graph 15 demonstrates the growing number of female-led and male-led families on the Hamilton-Wentworth Housing Authority's56/ waiting list since 1980. The years 1981-1983 successively saw record numbers of households on the Housing Authority's waiting list. When Graph 16, comparing the number of newly housed female-led and male-led families from 1976-1984,57/ is examined in conjunction with Graph 15, an interesting pattern emerges. Between 1980 and 1984, there were almost two and one-half times as many female-led as male-led families on the Housing Authority's waiting list, yet the number of female-led families that were newly housed dropped steadily throughtout the same time period. The number of newly housed female-led families was exceeded by the number of male-led families for the first time in 1983. Estimates based on January to September data predict both the total number of families on the waiting list to reach all-time high levels in 1984.

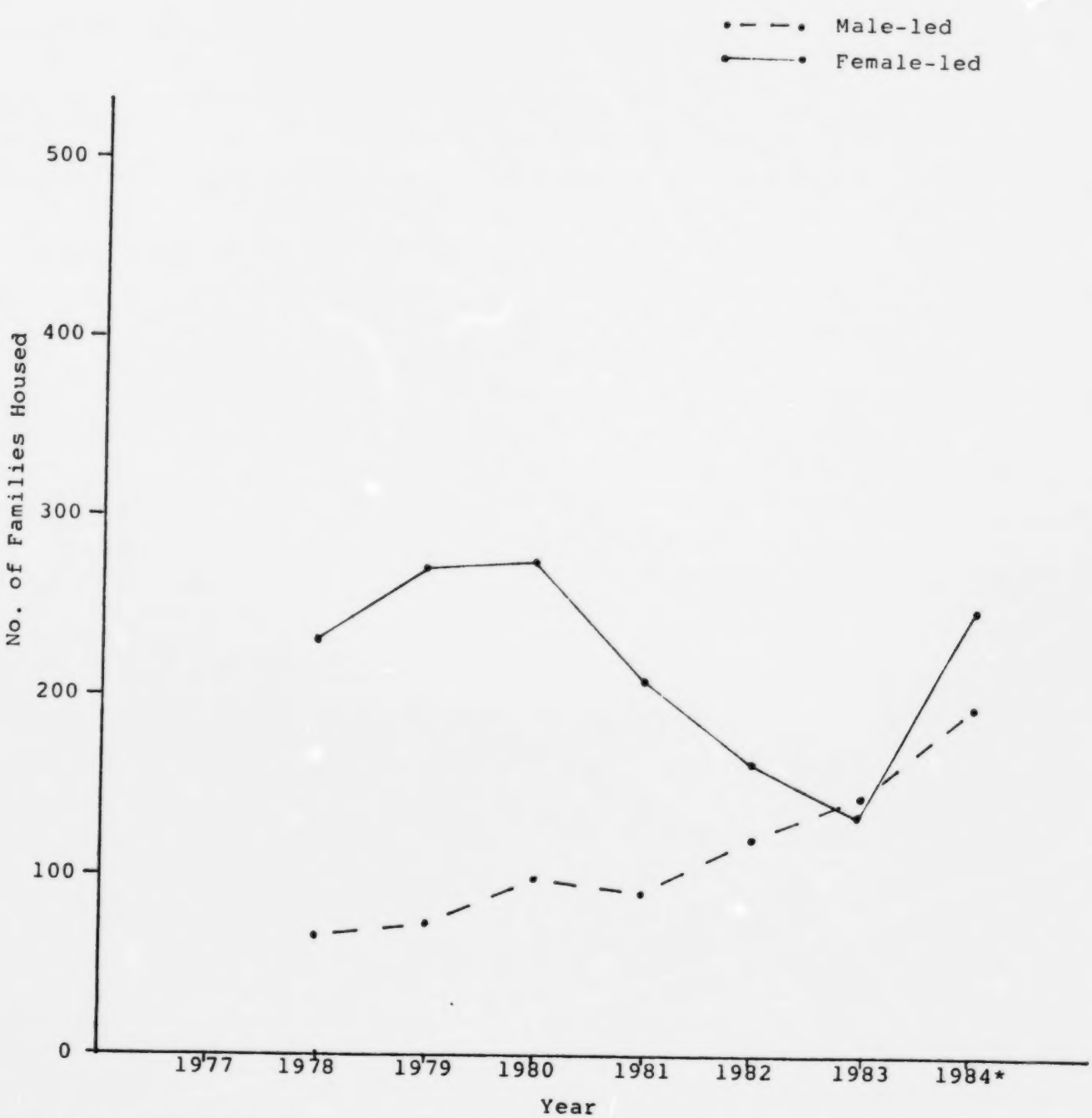
Graph 15: Families on Hamilton-Wentworth Housing Authority Waiting List



*Yearly estimate based on January 1, 1984-September 30, 1984 sub-totals

Source: Hamilton-Wentworth Housing Authority

Graph 16: Families Newly Housed by Hamilton-Wentworth Housing Authority



*Yearly estimate based on January 1, 1984-September 30, 1984 sub-totals.

Source: Hamilton-Wentworth Housing Authority

Between 1982 and 1984, the Hamilton-Wentworth Housing Authority increased its actual housing stock by three units while losing thirty-nine of its rent supplement units (see Table 29). This was a net loss of 16.5 percent across the two programmes. It has been the private sector programmes that have taken up the slack and accounted for the overall Regional gain in assisted family housing of five percent. However, parts of the National Housing Act that provided start-up and operating funds for the private sector have come under review and their future status remains unknown. Assisted housing in Hamilton-Wentworth faces an uncertain future within the private sector while the public sector has had its funding capped. If demand for assistance continues to grow so will the shortage of assisted housing.

TABLE 29

CHANGE IN REGIONAL ASSISTED FAMILY HOUSING INVENTORY BY PROGRAMME
1982 vs 1984

	Number of Units		
	1982	1984	Change
Ontario Housing	2000	2003	+ 3 (0.2%)
Rent Supplement	233	194	- 39 (-16.7%)
Private Non-Profit	1166	1315	+149 (12.8%)
Limited Dividend	1273	1283	+ 10 (0.8%)
Co-op	505	656	+151 (29.9%)
Total	5177	5451	+274 (5.3%)

Sources: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth.

Social Planning and Research Council of Hamilton & District, An Inventory of Assisted Housing in Hamilton-Wentworth, 1983

A survey released in January, 1985 by the Region's Social Services Department58/ stated that affordable housing was the single most pressing need for young mothers on welfare and teenage students. The demand for geared-to-income housing has been steadily rising in the Region since the onset of the recession. There is no indication though that either the federal or provincial government is intending to provide adequate numbers of this basic human necessity. As has been shown, it is mother-led families who utilize this service the most and who have experienced the greatest increase in need; a need that is not being met.

SOCIAL SERVICES

The recession has not only affected the local community in economic terms but it has also taken a heavy toll on the personal and family lives of many individuals living in Hamilton-Wentworth. Increases in the incidence of family break-ups and violence against women have been frequently reported across Ontario and Canada as being attributable in part to the recession. At the same time, the cost of providing service has increased, putting additional strains on both funders and agencies to meet the demand for assistance.

1. Social Agencies

Caseloads for six of the Region's major counselling agencies are listed in Table 30. There was a decrease in caseload totals from 1980 to 1981 and only a minimal increase in 1982. However, by 1983, two years after the onset of the recession, many long-term problems were beginning to emerge and caseload totals for the six agencies were over the 9,000 mark for the first time. Five agencies had higher caseload levels in 1983 than in 1982 with increases ranging from two to seventy-five percent.

There are no readily visible caseload trends that emerged among the social agenices and programmes dealing primarily with women, even though many people are now more aware of and prepared to use social agenices, irrespective of the effects of the recession. The Welcome Inn reported increases in the numbers participating in their women's group, while similar increases had not occurred in either their men's or children's groups. The Director of the Centre stated that 1984 had the greatest number of women involved in their programme since its inception in 1974. Family Services saw increases in their single female caseload between 1980 and 1981 and again in 1983. The Planned Parenthood Clinic had a steady increase in their female clientele from approximately 10,250 in 1980 to just over 19,000 in 1983.

TABLE 30

HAMILTON-WENTWORTH AGENCY CASELOADS (FAMILIES AND SINGLES)

Agency	1977	1978	1979	1980	1981	1982	1983
Catholic Children's Aid Society	799	927	919	1048	985	875	979
Catholic Social Services	782	862	1080	1101	1109	1186	1230
Children's Aid Society	1144	1282	1205	1114	1113	1032	1049
Family Services	2413	2455	2641	2322	2245	2263	2100
Rape Crisis Centre	*	99	130	129	202	520	908
Salvation Army (Family Services)	2560	2956	1742	2917	2163	1982	2864
Total	7688	8581	7717	8631	7817	7858	9130

* data unavailable

Sources: Individual Agencies

Grace Haven and St. Martin's Manor, two residential prenatal maternity homes, had different patterns through the period of study. Grace Haven's caseload peaked in 1981 at 120 female clients and decreased in both 1982 and 1983. Their caseload, however, was greater by September, 1984 than for the entire 1983 year. In contrast, St. Martin's Manor has seen a slow steady growth in its single female caseload since 1979. The residential care facility run by Big Sisters of Hamilton-Wentworth, Charlton Hall, has had a steady caseload level since the mid 1970's. This is due largely to budgetary and space restrictions rather than because of a lack of need for such a facility within the Region.

In general, there has been an increase in the utilization by women of social services in Hamilton-Wentworth since the onset of the recession. However, unlike other areas where caseloads are beginning to stabilize, the Region's social service agencies only now appear to have begun to see many of the problems that have arisen in the community because of the recession.

2. Funding

Funding to the major counselling services in the Region was not cut back during the recession. Table 31 indicates the increases in budgets between 1980-1983. The increases ranged from 25.1 percent to 91.8 percent with an overall increase in annual budgets of 31.8 percent.

Funding allocations by the United Way to female-orientated agencies (see footnote 59 for list of agencies) also increased between 1980 and 1983. Graph 17 shows the pattern in allocations between 1971 and 1983 inclusive. There was an increase in funding to these agencies between 1973 and 1978 but allocations dropped in 1979 and 1980. With the onset of the recession in 1981, funding reached a high point though it slipped in 1982 and again in 1983.

With the United Way not being able to achieve its goal for the 1985 fiscal year, this trend will be difficult to reverse. Eventhough funding to social service agenices appears not to have been as hard hit during the recession as were other sectors, several serious funding problems arose in the Region. The Catholic Children's Aid Society received a large grant early in 1985, enabling it to continue to operate while the Big Sister Association's financial problems leave its operating status unclear. Similar problems can easily befall other social service organizations if funding allocations do not keep pace with agency needs and consumer demands.

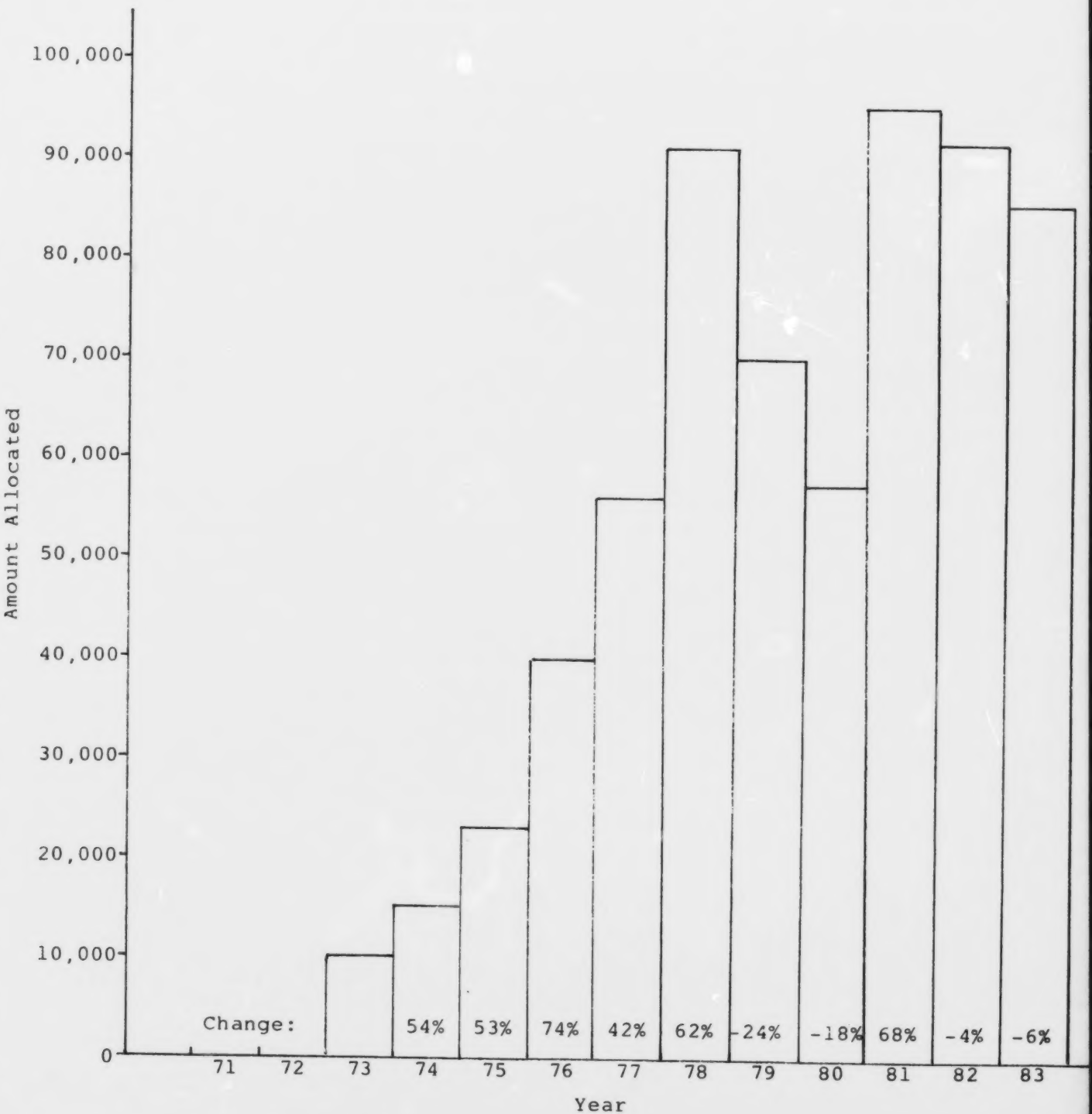
TABLE 31

INCREASES IN HAMILTON-WENTWORTH SOCIAL SERVICE AGENCIES' BUDGETS 1980-1983

Agency	Increase
Catholic Children's Aid Society	25.1%
Catholic Social Services	41.3%
Children's Aid Society	31.6%
Family Services	38.5%
Planned Parenthood	91.8%
Weighted Average	31.8%

Sources: Individual Agencies

Graph 17: United Way Allocation to Female-Orientated Social Service Agencies 1971-1983



Source: United Way

3. Hamilton-Wentworth Foodbank

One of the most striking impacts of the recession was the emergence of foodbanks across Canada. According to the Social Planning Council of Kitchener-Waterloo, sixty foodbanks have been opened across Canada; 41 in British Columbia, 10 in Alberta, 4 in Saskatchewan, 1 in Manitoba and 4 in Ontario.60 Toronto, Ottawa, Kitchener-Waterloo and Hamilton all established foodbanks since the beginning of the recession.

Several social agencies have supplied food and clothing to individuals on a regular basis for many years in the Region but the recession forced an attempt to formally organize these services. The Hamilton-Wentworth foodbank was set up in January, 1984 to help social agencies serve the needy by collecting food and distributing it to the various centres. An effort was also made to collect surplus food from area suppliers to supplement donations from traditional sources. This was done in order to assist agencies in meeting the increasing demands they faced that were created by the economic decline in the Region. The foodbank was funded through a Canada Works project and when the money from the project ran out in September, 1984, the foodbank was closed. However, the Food Bank Management committee stated that the greatest problem and major reason for the closure was the lack of a sufficient number of steady and large food suppliers in the Hamilton-Wentworth Region.60a/

Four months after the closure, a feature article in the Hamilton Spectator stated there was still a great demand for food from the Region's needy. The plight of the underprivileged had continued to worsen rather than improve. In the article, the Good Shepherd Centre and St. Matthew's House reported requests at equal or greater levels than in previous years, during the peak of the recession.61/ Any recovery that has occurred has yet to reach all those who were affected by the recession.

It is difficult for agencies to keep accurate records of the sex and family composition of all those they assist when their central concern is obtaining adequate amounts of food to distribute, but some records have been maintained. The Salvation Army reported an increase in the overall number of individuals, both female and male, seeking assistance in the form of food since the early 1980's. Mission Services indicated a similar trend though they reported more men than women seeking such aid. Contrarily, Operation Blessing, a service operating for only two years, reported that the majority of their recipients were single women. The Good Shepherd Women's Centre, which opened in 1982, reported distributing food to 253 single women and 6 female-led families in 1983, their first full year of operation. Other agencies supplying food to women and men in the Region but unable to supply definite statistics include the St. Vincent de Paul Society, Wesley Centre, The Seventh Day Adventist Church and St. Matthew's House. The mere need for so many agencies to supply the basic human necessity of food and the increasing demand that they are facing implies the devastating impact of the recession on Hamilton-Wentworth.

MENTAL HEALTH

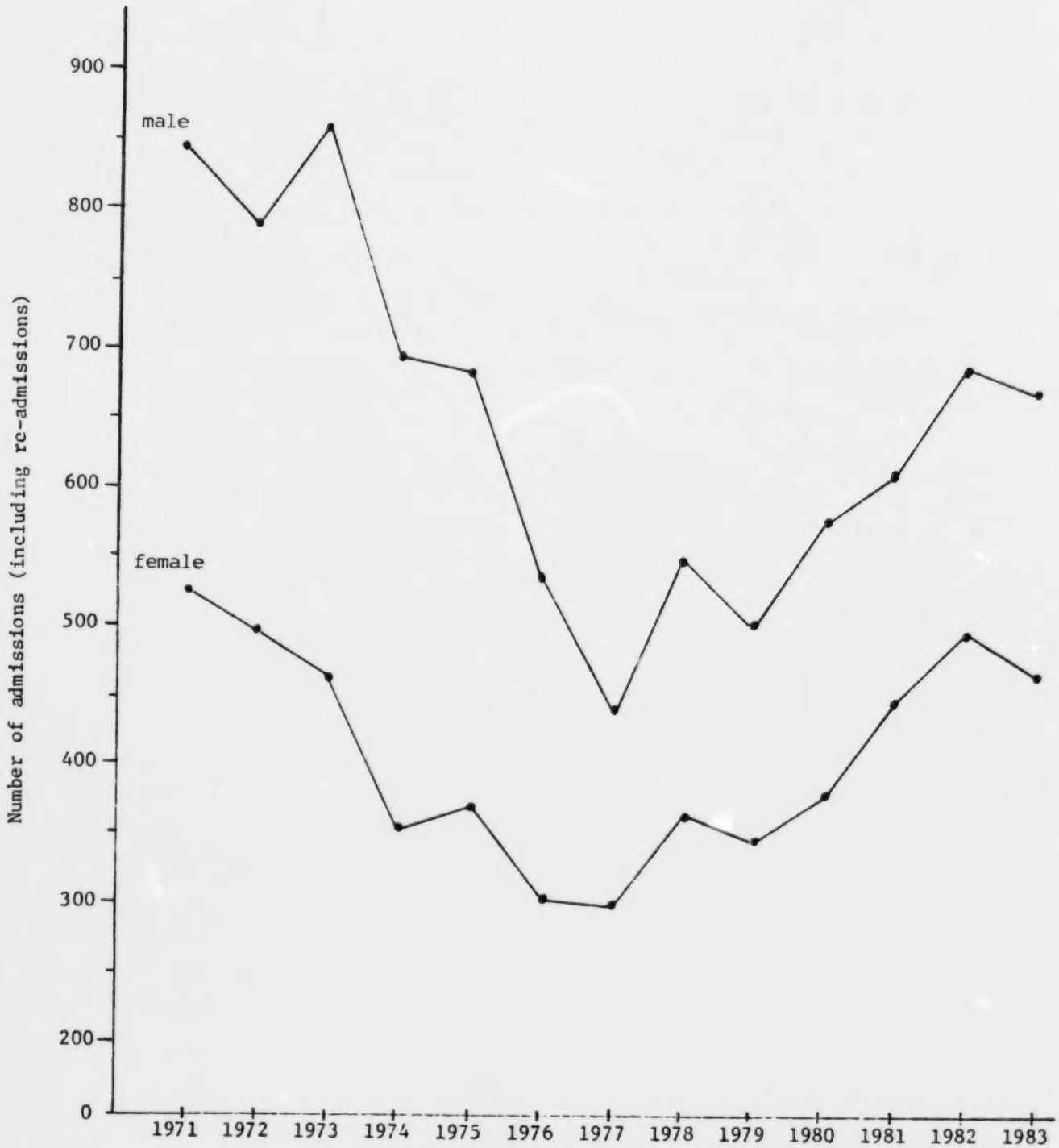
> "...right now there are a lot of people who have been unemployed 14-16 months, and some of them are giving up hope... I feel degraded, a loss of confidence in myself, withdrawn, nervous... I feel like I have no purpose in life, and I am just wasting away and there is nothing to live for."62/

The legacy of the recession lives on and continues to be felt in many ways. The emotional, physical and social impacts of unemployment, a major consequence of the recession, have been extensively documented by Dr. Sharon Kirsh in the Canadian Mental Health Association (CMHA) publication. Unemployment: Its Impacts on Body and Soul. As indicated by the report, little is known about the impact of unemployment on female workers, or on women in general, as little research has been done on women and, as their roles in both the family and the labour market differ from those of men.63/

1. Psychiatric Services

The Hamilton Psychiatric Hospital serves not only Hamilton-Wentworth but also the Niagara Region, Brant, Haldimand and Halton Regions. Historically, there have been more male than female patients (see Graph 18). However, female patient admissions and re-admissions were at their highest level in 1982 since the early 1970's, and the establishment of new procedural policies within the Provincial mental health system. (These government policies included de-institutionalization, increasing use and dependency on community-based and outpatient care and greater utilization of mental health clinics.) The difference between male and female admissions was the least in 1981 with only 161 more men than women.

Graph 18: Male and Female Admissions:
Hamilton Psychiatric Hospital



Source: Hamilton Psychiatric Hospital

The services provided by the Hamilton-Wentworth branch of the Canadian Mental Health Association have also been historically dominated by males (see Table 32). More women have begun to use this community resource, picking up slightly during the onset of the recession. This increase was further evident after the agency introduced a new counselling programme in 1982.

TABLE 32

CMHA CASELOAD - HAMILTON-WENTWORTH

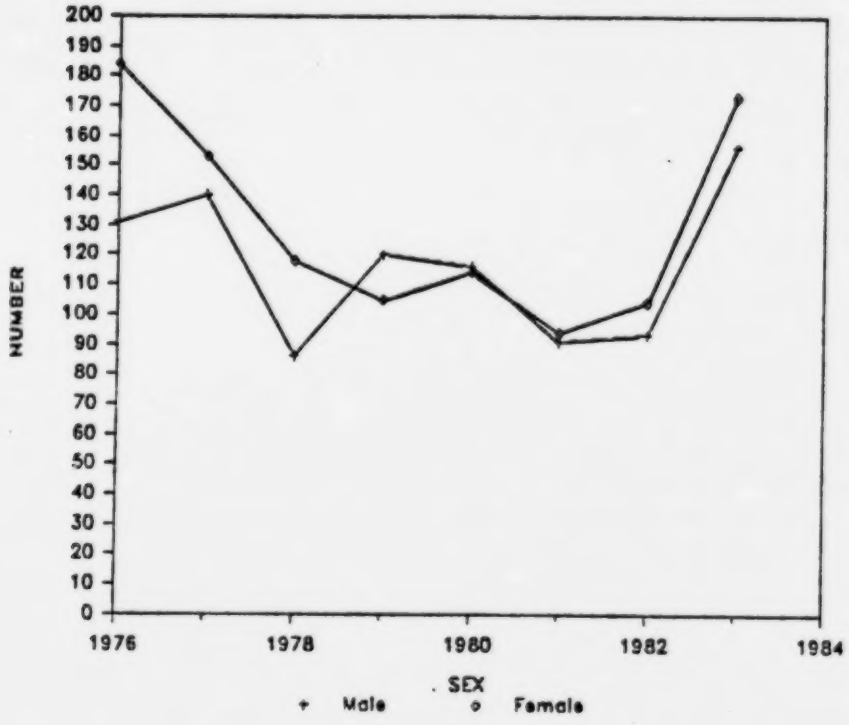
Year	% Male Clients*	% Female Clients*
1975-1977	95	5
1978-1980	90	10
1981-1982	85	15
1983	80	20

* approximate percentages

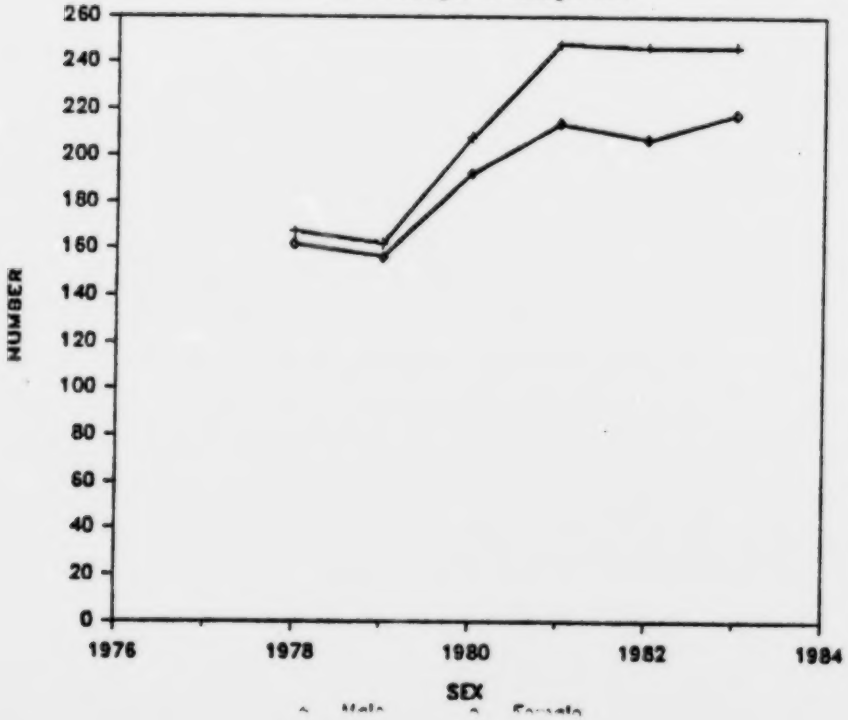
Sources: Canadian Mental Health Association, Hamilton-Wentworth Branch

Utilization of outpatient services has run contrary to the former two patterns. Graphs 19 - 22 show outpatient registrations and caseloads for Community Psychiatric Services at St. Joseph's Hospital and McMaster University Medical Centre. In all instances, except the outpatient caseload at St. Joseph's, women have had higher levels than have men. Outpatient registrations for women have steadily risen since 1981 while the McMaster outpatient caseload continued its pre-recession climb. The St. Joseph's outpatient caseload also increased slightly between 1980 and 1983. As well, in 1983, 62 percent of East Regional Mental Health Services' caseload was comprised of women. East Regional's catchment area is primarily the east end of the city of Hamilton.

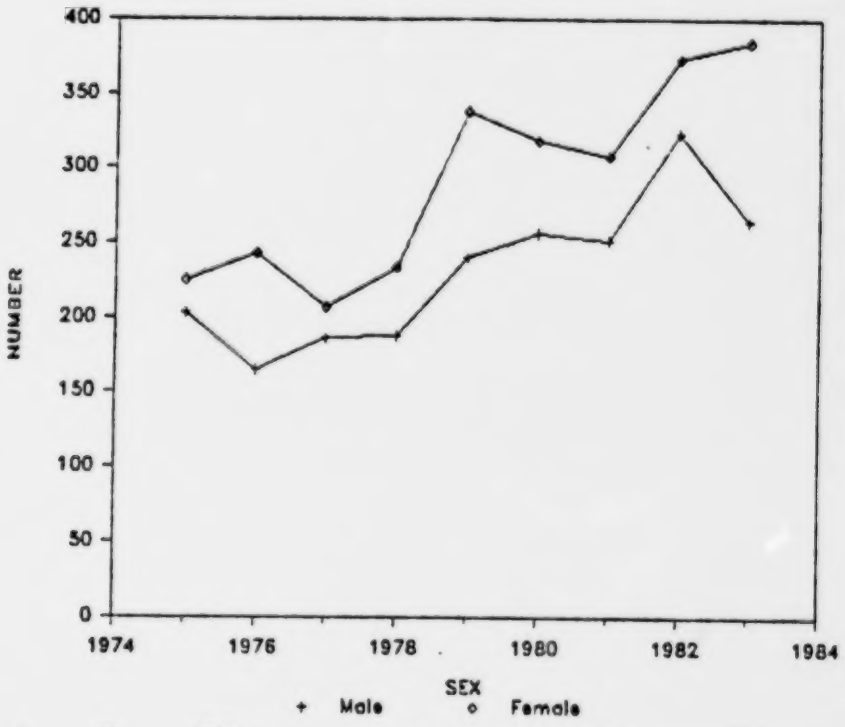
Graph 19: Outpatient Registrations*
Community Psychiatric Service (CPS)
St. Joseph's Hospital



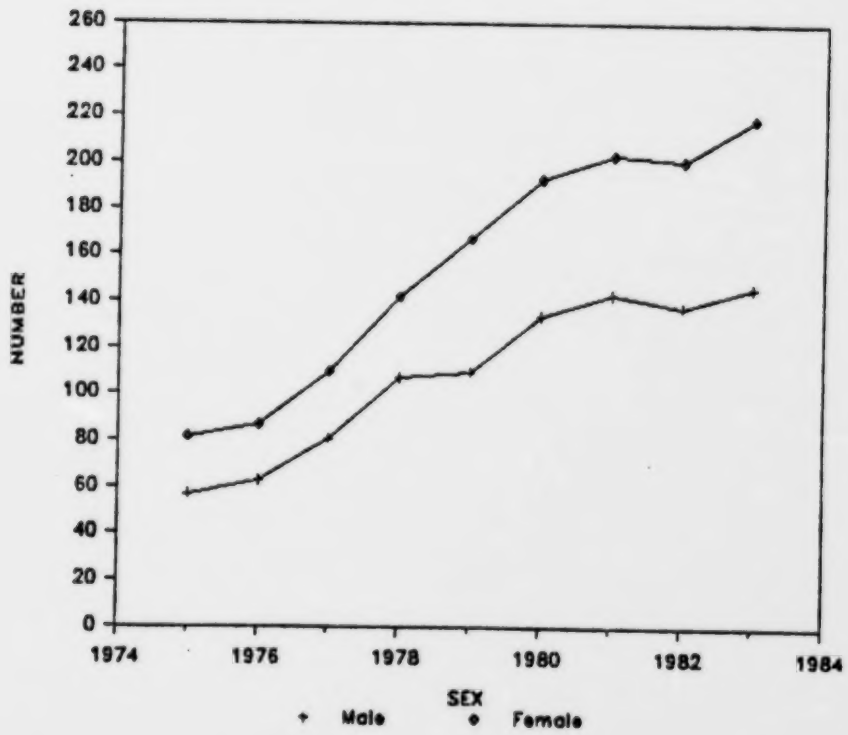
Graph 20: Outpatient Caseload*
Community Psychiatric Service (CPS)
St. Joseph's Hospital



Graph 21: Outpatient Registrations*
McMaster 3-G S.A.S.



Graph 22: Outpatient Caseload*
McMaster 3-G S.A.S.



*Source: Department of Psychiatry, McMaster Division, Chedoke-McMaster Hospitals

The number of reported suicides has fluctuated between 45-60 per year since 1975 (see Table 33). There have been more male than female suicides annually since 1975 with a slow decline in the number of female suicides between 1981 and 1984. However, the Council on Suicide Prevention for Hamilton and District has estimated that only one-half of all suicides are actually reported and stated that it is even more difficult to determine the number of attempted but unsuccessful suicides.

TABLE 33

NUMBER OF SUICIDES IN HAMILTON-WENTWORTH

Year	Male	Female	Total
1975	40	20	60
1976	38	12	50
1977	40	18	58
1978	42	8	50
1979	38	17	55
1980	29	16	45
1981	30	19	49
1982	40	17	57
1983	36	13	49
1984	47	12	59

Source: - Registrar General of Ontario
- Hamilton-Wentworth Regional Police

Overall psychiatric caseloads in Hamilton-Wentworth show an increase in the number of female patients between 1981 and 1983. The Kirsh document also reported higher incidences of psychological illness, depression, chronic anxiety and self-destructive behaviour among women and men during recessionary times.64/

"You become very angry at times, angry at yourself, angry at society, depressed, you feel useless and things look very hopeless at times."

- unemployed worker65/

2. Alcohol and Drug Related Problems

Self-destructive aspects of mental health often present themselves through increases in alcohol and/or drug usage. Past studies have shown relationships between economic downturns and increases in alchol consumption, above average national increases, particularly among those formerly in the work force.66/

The Addiction Research Foundation divides Ontario into four units of analysis for statistical purposes. Hamilton lies within the Western sector along with Chatham, Kitchener, London, Simcoe, Sarnia, Windsor, Niagara, and Owen Sound. While this does not allow for exact information, it still enables an examination of pre-recession and past-recession patterns in the Region. Table 34 shows a breakdown by type of resource for both the Western Region and Ontario as a whole for the years 1979-80 and 1982-83. While an overall increase in both hospital and community-based services is evident, what is even more striking within our Region is the decreases in the male-female ratio in only three years. On a percentage basis, many more women were using the addiction services after than before the recession.

While a detailed breakdown of Hamilton by type of resource is not available, some statistics have been calculated. The Male:Female ratio for 1983 was 9:1 when detoxification centre cases were not included. Including the detoxification cases, the ratio was 18:1. This figure initially appears to be much lower for local women than either Regional or Provincial values. Upon closer examination, it is discovered that the reason the Hamilton-Wentworth ratio doubles upon inclusion of detoxification

cases is that there is no such service available currently for women in Hamilton-Wentworth (Bold Park Lodge is actively involved in the creation of one). Likewise, there are fewer resources to be used.

The recession impacted on the entire mental health spectrum for both women and men in Hamilton-Wentworth. Unfortunately, all the resources required to assist them were lacking, as they were in other areas.

> "I feel a real bitterness, but it's not really directed against anybody. Maybe that's one of my difficulties - I don't know what to do! I don't feel I have a lot of control over the situation....."
>
> - unemployed teacher67/

TABLE 34

ADDICTION-RELATED CASES BY SEX AND TYPE OF RESOURCE

Year	Region	Sex Distribution	TYPE OF RESOURCE: Hospital-Based: Detox	Hospital-Based: Residential	Hospital-Based: Non-Residential	Community-Based: Residential	Community-Based: Non-Residential	Community-Based: Assessment and Referral	Total
1979-80	Western	No. Male	3,569	1,739	455	2,344	1,381	646	10,134
		No. Female	50	408	131	196	435	216	1,436
		Sex Ratio (M:F)	71.4:1	4.3:1	3.5:1	12.0:1	3.2:1	3.0:1	7.1:1
1982-83	Western	No. Male	9,816	1,564	376	2,174	2,177	406	16,453
		No. Female	1,191	459	97	350	839	156	3,094
		Sex Ratio (M:F)	8.2:1	3.4:1	3.9:1	6.2:1	2.6:1	2.6:1	5.3:1
1979-80	Total Ontario	No. Male	12,784	10,291	1,753	5,517	2,067	1,261	33,673
		No. Female	1,059	2,601	455	619	874	463	6,070
		Sex Ratio (M:F)	12.1:1	4.0:1	3.9:1	8.9:1	2.4:1	2.7:1	5.4:1
1982-83	Total Ontario	No. Male	29,642	7,429	1,521	5,266	5,795	1,395	51,048
		No. Female	4,073	2,668	604	1,183	4,414	523	13,465
		Sex Ratio (M:F)	7.3:1	2.8:1	2.5:1	4.5:1	1.3:1	2.7:1	3.8:1

Source: Addiction Research Foundation

NATIVE WOMEN

"Generally speaking, the term 'poverty' for most Canadians is a term foreign' to their vocabulary, but for 80 percent of the native population, it is a way of life."

- X. Michon, Executive Director
Indian Friendship Centre,
Thunder Bay.68/

Within every disadvantaged group, there are specific sub-groups that have even greater problems. Native women are one such sub-group. The problems faced by an average woman, atttempting to improve her position, or even just trying to maintain her place, are further exacerbated for native women. While native people are labelled a visible minority, there is little statistical information about their economic or social situation within the Hamilton-Wentworth community. The 1981 Ontario government Task Force on Native People in the Urban Setting, reported that native people suffered much higher rates of unemployment than the general population. Only 27 percent of the native women living in Toronto were employed full-time.69/

Since 1971 the native population in Hamilton-Wentworth has grown by more than 50 percent (see Table 35). The purpose of the Hamilton-Wentworth Chapter of Native Women, the Regional Indian Centre as well as Urban Native Homes is to assist the increasing native population in the community with their unique concerns. The existance of Urban Native Homes is especially important as the 1981 Ontario government Task Force on native people reported that the lack of adequate affordable housing was a critical problem among native people.

TABLE 35

HAMILTON-WENTWORTH NATIVE POPULATION

	1971	1981	Increase
Male	770	1320	72%
Female	930	1440	55%
Total	1700	2760	62%

Sources: Statistics Canada, Population by Ethnic Groups (1971) and Population by Ethnic Origin, (1981)

Urban Native Homes is mandated to house low to middle income families principally of native ancestory. Table 36 indicates the number of families Urban Native Homes has been able to house since 1979 along with the active waiting list. Female-led families have continually dominated the waiting list comprising more than 50 percent each year until 1984. The waiting list has increased nearly six-fold between 1981 and 1984. The only two years that more female-led than male-led families received accomodations were 1981 and 1984 even though the waiting list has always had more female-led families. Since 1981, Urban Native Homes has continually been able to house more families than the previous year. Unfortunately, due to the economic situation within the Region, their waiting list has outstripped their housing inventory.

The native-orientated agencies can do little to compensate for the lack economic opportunities within the Region, as demonstrated above. Native people, in general, continue to be treated as "marginal" individuals with native women not only having to deal with the economic problems faced by all women, but also often finding themselves further hindered because of discrimination based on their racial heritage.

TABLE 36

URBAN NATIVE HOMES INCORPORATED: FAMILY HOUSING REGISTRY

Year	Housed (per year)			Waiting List		
	Male-led	Female-led	Total	Male-led	Female-led	Total
1984	10	15	25	33	41	74
1983	8	4	12	15	30	45
1982	7	4	11	11	34	45
1981	1	4	5	1	12	13
1980	2	1	3	7	12	19
1979	3	--	3	7	12	19

Source: Urban Native Homes, Inc.

IMMIGRANT WOMEN

Immigrant women are more concentrated in the poorest paying, least secure work sectors than any other sub-group of women. They are frequently overworked and under-paid as well as being viewed as expendable by many employers in times of economic restraint and cutbacks.70/ These concerns led to the 1984 study by Sharon MacQueen on immigrant women in Hamilton-Wentworth entitled "A Report of the Immigrant Women's Research and Community Development Project".

Finding employment, entering training programmes, career advancement, educational upgrading and effective social service utilization are all dependent on communication in English. MacQueen found that the greatest problem immigrant women reported having was that of communicating in English. This is inspite of the fact that the federal government's primary assistance programme for immigrants is free language training. This immigration policy is actually one of integration. The structure of English as a Second Language classes (ESL) give preference to the unemployed as the classes attempt to teach enough English for a woman or a man to find employment. However,

> "...because unskilled immigrant women seek work in factories and other establishments where knowledge of the official languages is not essential, they are often excluded from those language training classes."71/

Skilled immigrant women face a different but an equally frustrating dilemma. Their past education and work experience tend to be discounted with its value dependent on the level of development of their country of origin. These women also tend to be overqualified for the jobs they initially hold while they are forced to re-qualify themselves. These types of circumstances can lead to isolation, depression and, accordingly, increases in mental health problems that are already heightened during a recession, as has been shown. ESL classes were designed to assist immigrant women in escaping this

situation of poor jobs and wages; yet the government's policy and its implementation appears to be self-defeating in its intent and in its results.

The Hamilton-Wentworth study found that of the 20% of respondents who were dissatisfied with their ESL classess, three-quarters felt that there was not enough class time, to learn the language properly and over one-third wanted but could not obtain, advanced training. Nearly one-half of the women surveyed who required ESL classes had not been able to improve their English language skills cutside the classroom environment. ESL classes acted as their primary source of English training. One-quarter of the women could not attend ESL classes. Fifty-eight percent of those could not because of a lack of day care, while over one-third could not because they were "too busy". MacQueen questions if the latter reason is actually the result of long working hours combined with housework and child care responsibilities.72/ A study completed by ABE (Adult Basic Education) also indicated a large gap in literacy tutoring available in the Region for ESL students who needed or wanted extra assistance.73/

Sheila McLeod Arnopolous, in a 1979 federal study, found that the labour participation of married immigrant women exceeded that of married Canadian women.74/ However, only half of the women in MacQueen's study had worked at some time. Seventy percent of those who had worked did so because their families needed the money. However, in 1984, only half again of those who had worked previously remained employed. The female unemployment rate is greater than that of male immigrants. The decline in female participation in the Regional labour force had not been voluntary, as nearly three-quarters of the respondents in MacQueen's study stated they wished to work but were unable to find employment. Though a variety of reasons were

given for their lack of employment, the major underlying cause for the decrease experienced by the women appears to be the Regional recession.

Compounding the unemployment problem was the lack of job satisfaction and under-employment. As MacQueen states, immigrant women in Canada tend to be found in unstable, low paying jobs, with little skill requirement and limited opportunities for advancement.75/ Of those women in the survey who reported they were dissatisfied with their jobs, 60% stated that it was due to the low wages they received. Sixty percent of women reported their annual family income as under $15,000 per year. A lack of desired and satisfactory training opportunities combined with a lack of day care, excessive costs for the training and limited language skills only further trapped and limited the immigrant women especially during recessionary times.

A resultant of these difficulties is often emotional or social problems. MacQueen reported that many of the immigrant women surveyed had not found the traditional social service agencies helpful, did not use them, or did not know of them.76/ The only programme currently running aimed at this population is the Hamilton and District Multicultural Council's Immigrant Women's Programme (IWP). The IWP, funded by the Ontario Ministry of Citizenship and Culture, has been operating since 1983. Group meetings focus on the personal growth and development of individual members and on information sharing, education and community orientation in an effort to assist each woman's integration into the community. While the programme offers much to the women, it is only a first step. IWP assists with social integration but it does not have the mandate nor resources to deal with the numerous problems that MacQueen has demonstrated exist for immigrant women in Hamilton-Wentworth. Economic problems, heightened by the recession have had a enormous impact on the lives of these women but little has been done to assist them.

WOMEN IN CONFLICT WITH THE LAW

Harsh economic times are often reflected by increases in the rate of crime. This trend is evident in both female and male statistics for the Hamilton-Wentworth Region. Graph 23 represents the number of female adults (those over the age of sixteen) who were charged with criminal offences between 1971 and 1983 inclusive. As could be anticipated, the number of offences increased as the economic climate in the Region deteriorated. Offences peaked in 1981 and have decreased slightly since, though the 1982-83 plateau is still significantly greater than the rate observed during the 1970's. Though the male crime rate continued to be higher than the female, there was no major change in the ratio between male and female rates since the rate dipped below 7:1 in the mid 1970's (see Table 37).

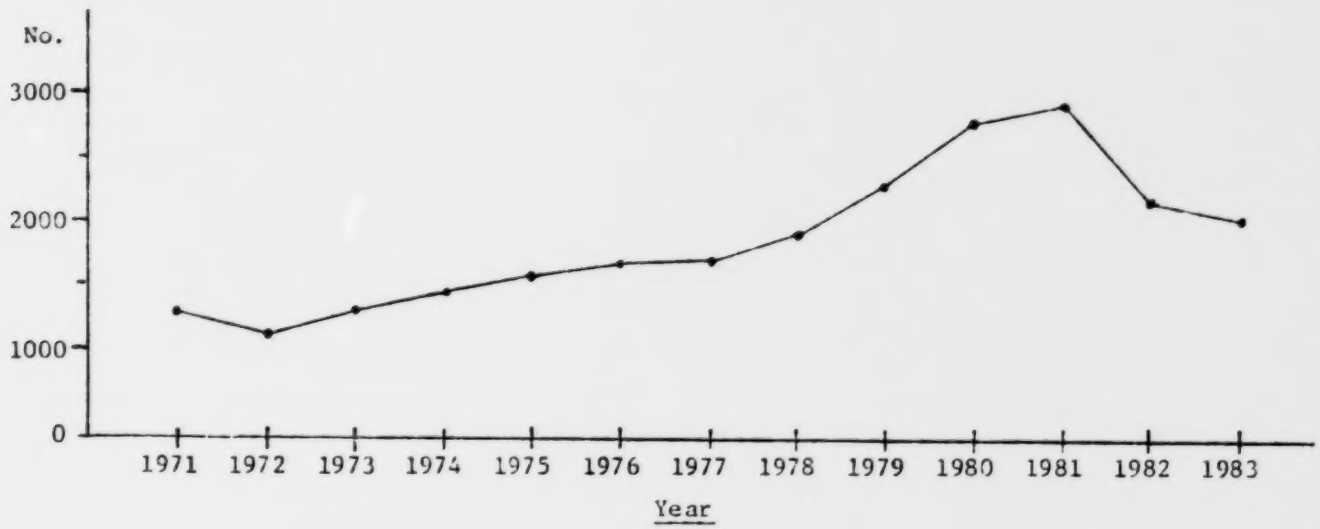
TABLE 37

HAMILTON-WENTWORTH REGIONAL POLICE FORCE STATISTICS

Year	Male	Female	Ratio
1983	13,575	2,042	6.6:1
1982	14,795	2,190	6.7:1
1981	19,302	2,880	6.7:1
1980	17,541	2,788	6.3:1
1979	14,963	2,283	6.6:1
1978	11,465	1,850	6.2:1
1977	11,807	1,659	6.7:1
1976	9,907	1,654	6.0:1
1975	11,335	1,548	7.3:1
1974	10,968	1,460	7.5:1
1973	7,715	1,313	5.9:1
1972	8,550	1,148	7.5:1
1971	8,308	1,304	6.4:1

Source: Planning and Research Department, Hamilton-Wentworth Regional Police.

Graph 23: Women Charged with Criminal Offences (Hamilton-Wentworth)



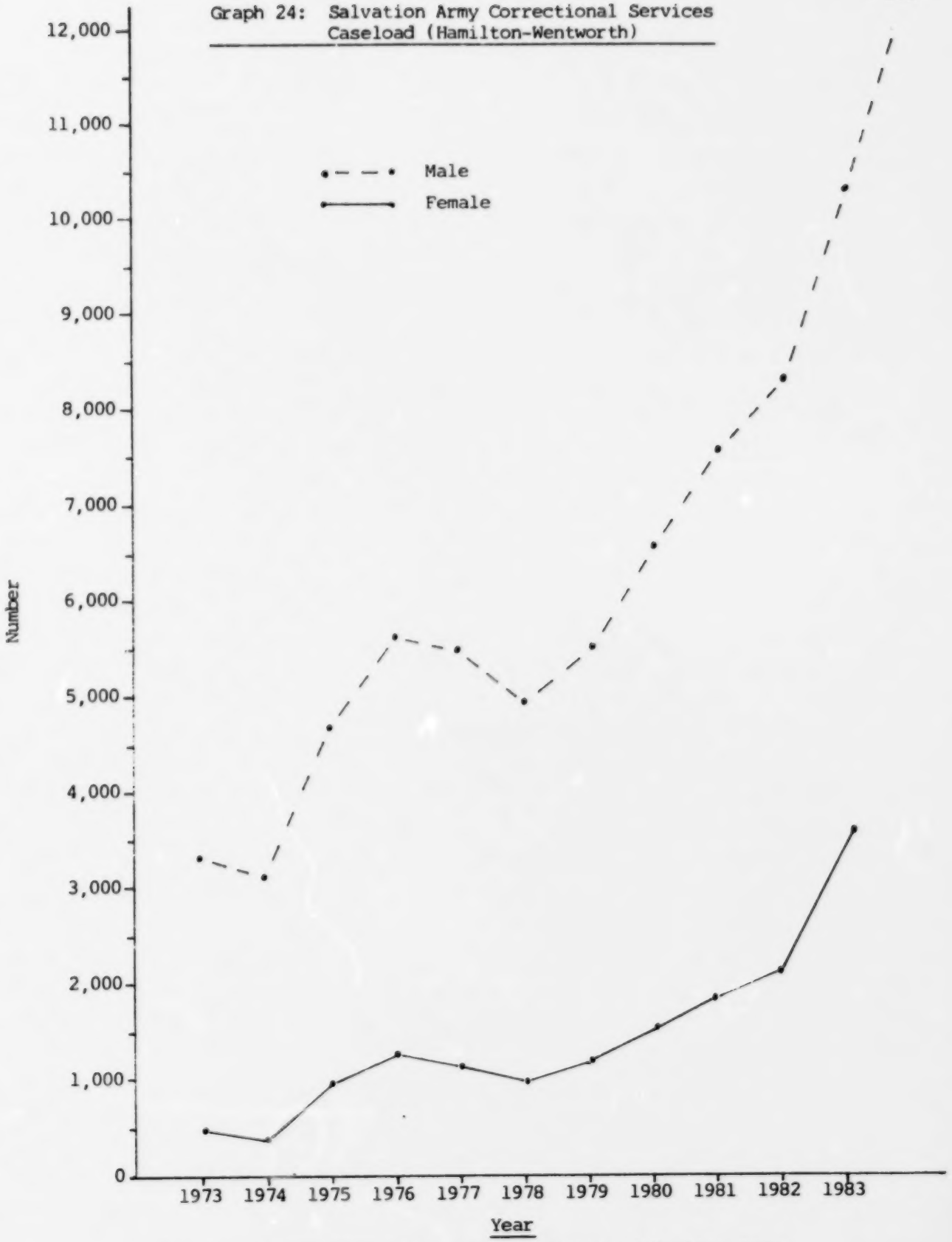
Source: Planning and Research Department, Hamilton-Wentworth Regional Police

Graph 24 indicates the assistance given through the auspices of the Salvation Army Correctional Services. More men approached the Salvation Army for aid than women throughout the time period examined. However, rather than peaking and then declining after 1981, the caseload for both sexes has continued to increase. Those women and men who had been in conflict with the law have continued to require assistance after-the-fact. A compulation of the Regional Police Force offences, Salvation Army Correctional Services caseload and Hamilton Centre probation and parole statistics present a similar picture. The services represent three different aspects of the justice system, from the commission of the crime, to supervised release into the community, to completion of restitution and attempting to become independently established once again. In all areas, women's involvement has increased since 1981.

In spite of the heightened number of criminal offences, the number of violent offences women have committed has not risen. Table 38 compares 1983 and 1984 totals for four violent and non-violent offences. The data reveals that women continued to commit more offences against property than against people.

For those women hardest hit by the recession, who have had conflicts with the law, the problem has not necessarily gone away. Statistics provided seem to indicate that women have continued to be involved to a greater degree than would be expected in all areas of the legal system, even after the worst part of the recession has supposedly passed.

Graph 24: Salvation Army Correctional Services Caseload (Hamilton-Wentworth)



Source: Correctional Services Department, Salvation Army

TABLE 38

SELECTED FEMALE CRIME STATISTICS: HAMILTON-WENTWORTH

Non-Violent Offences

	1983	1984	Change
Theft under $200.00	608	546	- 10.2%
Fraud	101	151	+ 49.5%
Theft over $200.00	44	47	+ 6.8%
Break and enter	20	25	+ 25.0%
Total	773	769	- 0.4%

Violent Offences

	1983	1984	Change
Assault	133	122	- 8.3%
Robbery	8	2	- 75.0%
Offensive Weapons	4	12	+200.0%
Homicide	1	0	-100.0%
Total	146	136	- 6.9%

Source: Hamilton-Wentworth Regional Police

SENIORS

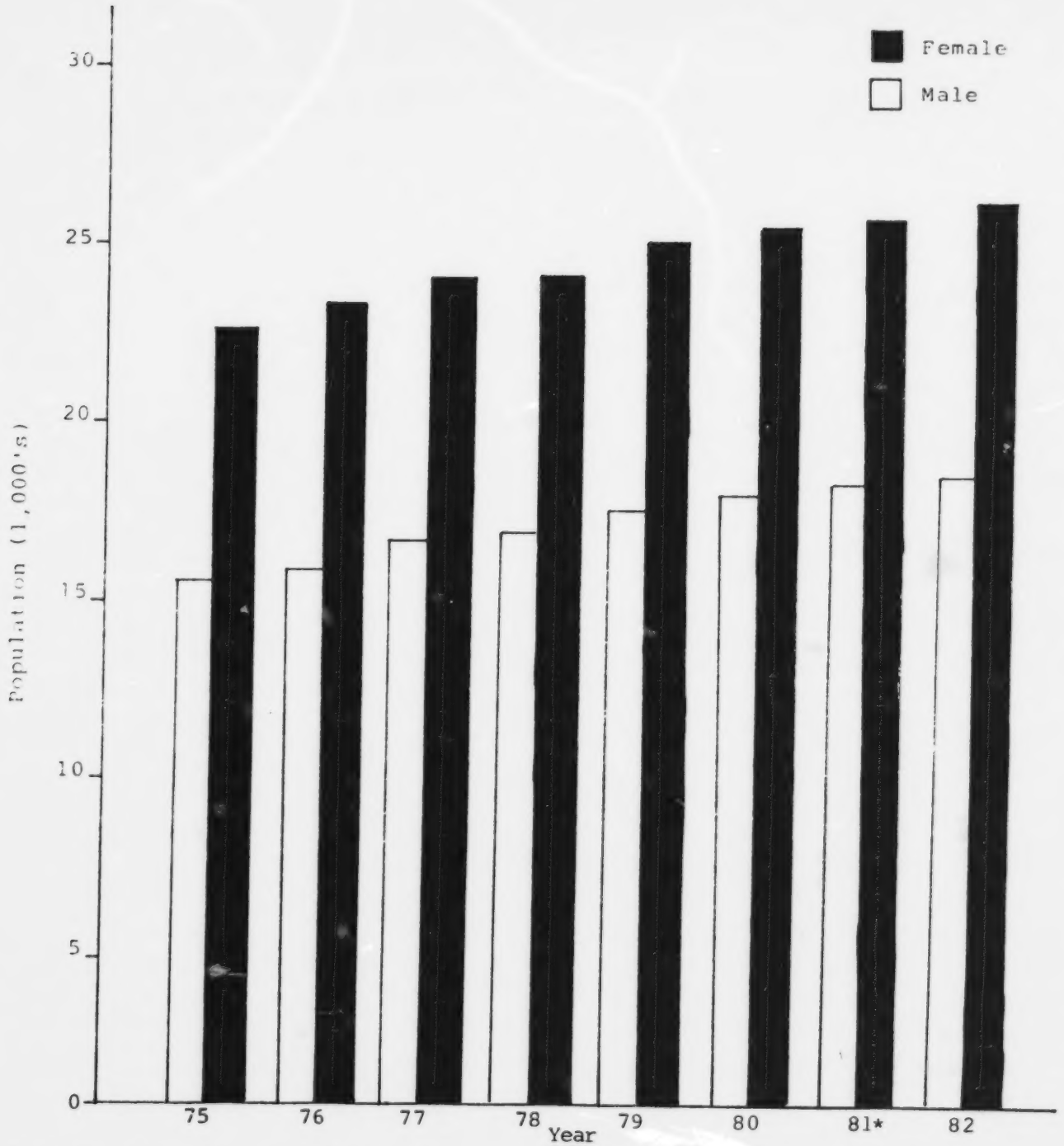
> "According to a report of the YWCA, approximately 9000 seniors live alone in Hamilton on incomes of less than $600 a month. Most of these are single women. Even after the proposed federal increases to pensions, they would be living below poverty lines with increasing property taxes and home maintenance costs taking up most of the raise."77/
>
> - The Other Ontario: A Report on Poverty in Ontario, 1984

In 1980, prior to the onset of the recession, over sixty percent of Canadian women over the age of sixty-five had incomes below the Statistics Canada Low-Income cut-off point.78/ Women dependent on their husband's pensions often have no claim to them if their husbands die. These women must then depend solely on social benefits that are vulnerable to the ravages of inflation during recessionary periods. Poverty is a stark reality for senior women in our community.

As in all segments of the population in Hamilton-Wentworth, there are more female than male seniors. The total number of female seniors has also been steadily growing in the Region since the 1970's (see Graph 25). Female seniors have also steadily increased the proportion of the total female population in Hamilton-Wentworth that they comprise (see Graph 26). Overall, Hamilton-Wentworth has three percent of the province's senior female population.

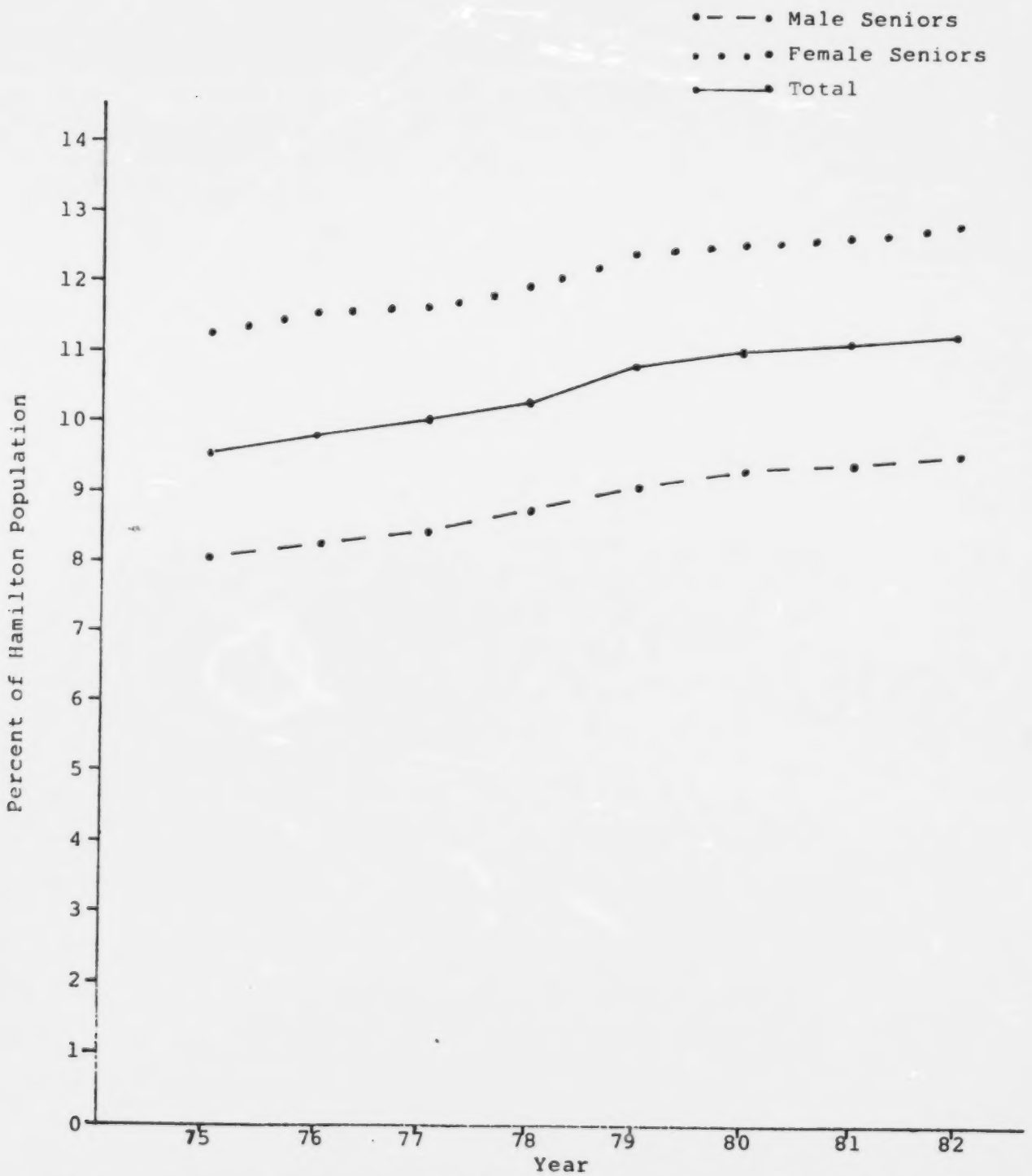
Even with deflation in some prices since 1981 and substantial increases in the real rates of return from private pension plans, a major problem many seniors face is attempting to live on a fixed income while inflation reduces their purchasing power. All seniors in Canada receive Old Age Security (OAS) upon reaching age 65. To aid those individuals who did not receive company, private or Canada pensions, the majority of whom are women, the Guaranteed Income Supplement (GIS) was introduced. GIS is the Main additional source of income for seniors with little or no outside income who otherwise receive only OAS.

Graph 25: Hamilton-Wentworth Seniors Population



Sources: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth
*Statistics Canada, 1981, Census (95-911)

Graph 26: Percentage Seniors of Hamilton-Wentworth Population



Sources: - Planning and Development Department of Hamilton-Wentworth, Assessment Rolls, 1974-1980, 1982
- Statistics Canada, 1981 Census (95,911)

Table 39 indicates the increasing number of women in Hamilton-Wentworth dependent upon GIS for their economic survival. The number has been increasing since 1980 in the Region with an almost 2:1 ratio between women and men. In 1984, OAS was $272.17 a month. GIS benefits were a maximum of $323.47 per month for a single person. The maximum annual income a single woman could obtain from these two sources was $7,147.68. This was more than $2,250 short of any of the three poverty line measures for 1984 (see Table 21). This constant level of inadequacy previously forced the provincial government to institute its own social benefit programme for seniors, Guaranteed Annual Income System - for the Aged (GAINS-A). Anyone receiving GIS would also receive GAINS-A, again dependent on their total income.

TABLE 39

SENIORS RECEIVING GUARANTEED INCOME SUPPLEMENT BENEFITS: HAMILTON-WENTWORTH

Year	Male	Female	Total
1980	6,737	12,698	19,437
1981	7,103	13,336	20,439
1982	7,291	13,744	21,035

Source: Income Security Programmes, Health and Welfare Canada

In December 1984, the maximum GAINS-A supplement for a single senior, female or male, was $83.00 per month. This brought the annual potential income to $8,143.68 a year for a single woman or man, still at least $1,250 below the three poverty indicators. With the increasing rate of GIS beneficiaries, there are currently at least

14,000 senior women in Hamilton-Wentworth economically dependent on inadequate government benefits who are unable to supplement their incomes in any other manner. Clinical studies have also shown that women are now living, on average, seven years longer than men. This trend will result in even greater numbers of senior single women being dependent upon inadequate assistance programmes in Hamilton-Wentworth and across Canada in the future.

A major endeavour in attempting to aid all seniors overcome a life of poverty has been assisted housing. In 1984, there were 4,589 geared-to-income seniors housing units in Hamilton-Wentworth. Table 40 gives the 1984 Seniors Regional Housing Inventory while Graph 27 demonstrates the change in the total inventory between 1976 and 1984.*

TABLE 40

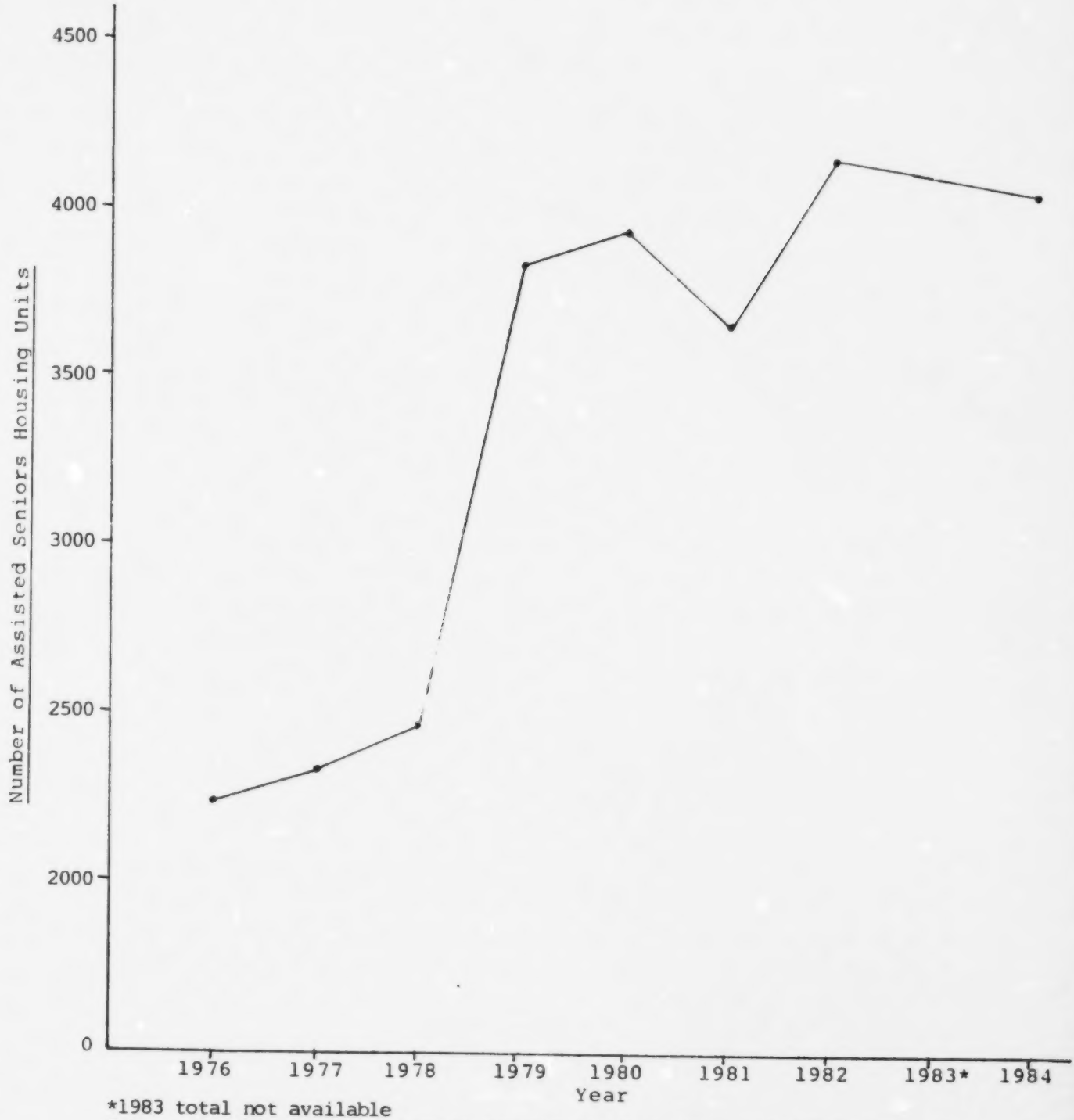
1984 HAMILTON-WENTWORTH SENIORS HOUSING INVENTORY

Ontario Housing	3,142
Private Non-Profit	1,329
Rent Supplement	88
Co-op	30
Total	4,589

Source: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth

* A more comprehensive examination of Assisted Seniors Housing for the Region can be found in the SPRC publication, An Inventory of Assisted Housing in Hamilton-Wentworth (1983)

Graph 27: Assisted Seniors Housing Units: Hamilton-Wentworth



*1983 total not available

Source: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth

Table 41 indicates the number of assisted units by area municipality and the changes between 1976 and 1982, while Figure 5 gives a graphic representation of the location of the units by neighbourhood. Though there was a decline in total units between 1982 and 1984, the area of Assisted Seniors Housing has been a provincial priority. However, even with nearly 1,500 more units that existed in 1979, waiting lists remain. While a greater need for assisted family units exists in the Region many seniors would still benefit from geared-to-income housing, especially those living outside the City of Hamilton.

TABLE 41

SENIOR CITIZEN ASSISTED HOUSING INVENTORY
BY AREA MUNICIPALITY

	1976	1977	1978	1979	1980	1981	1982
Hamilton	2667	2714	2872	4221	4314	4002	4306
Dundas	29	29	29	29	29	37	39
Stoney Creek	42	43	43	43	43	43	165
Flamborough	0	45	0	9	9	39	47
Ancaster	0	0	45	45	45	58	86
Glanbrook	0	0	0	0	0	0	31
Regional Total	2738	2831	2989	4347	4440	4179	4674
Annual Change	350	93	158	1358	93	-261	495
% Change	14.66	3.40	5.58	45.43	2.1	-5.9	11.8

Source: Planning and Development Department of the Regional Municipality of Hamilton-Wentworth.

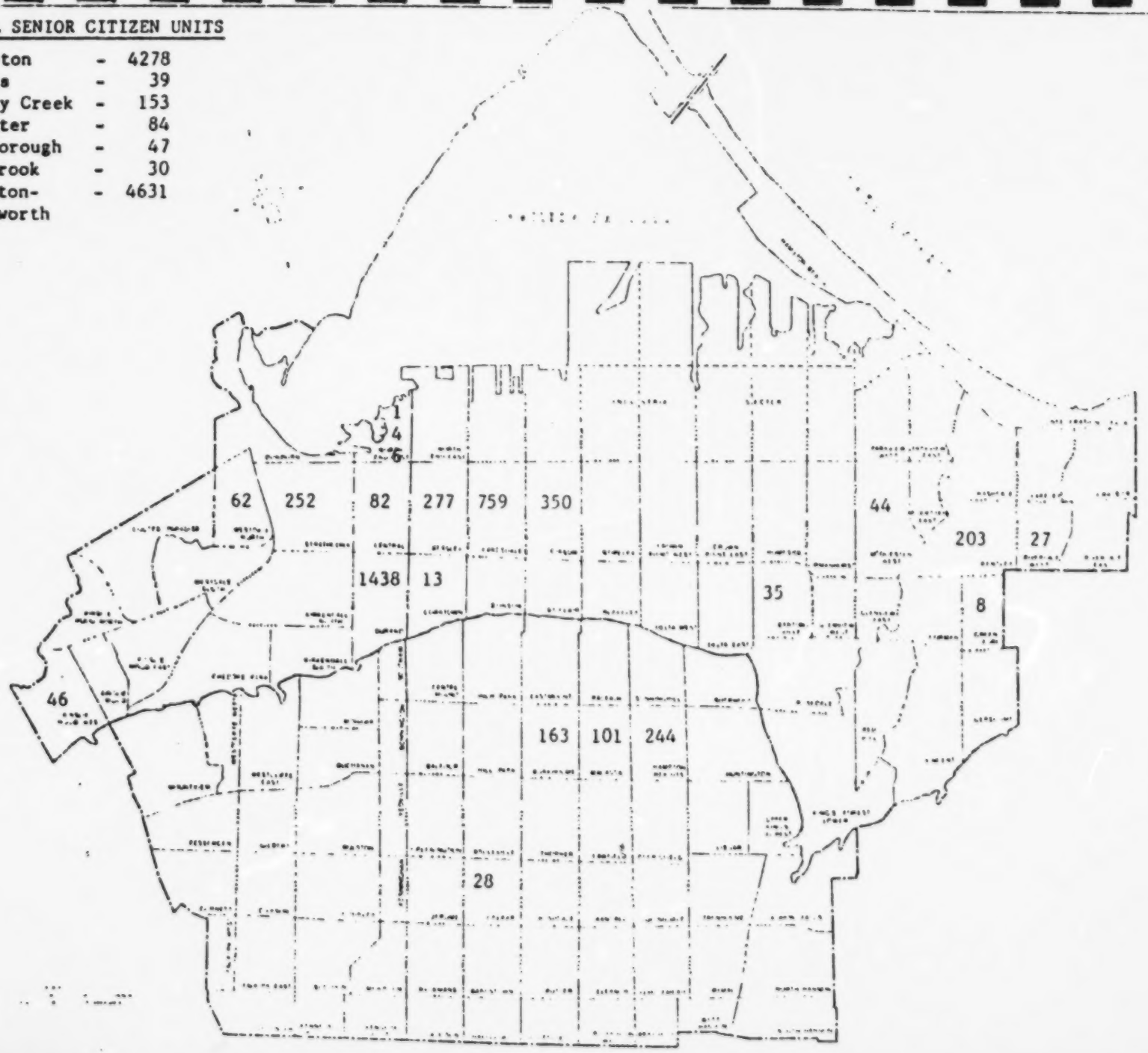


Figure 5: Assisted Seniors Family Units by Neighbourhood (1982)

RECOMMENDATIONS

The study's findings support the view that women in the Region require added economic, educational, and social assistance. To improve the status of women, changes are needed both top down, through government legislative, policy and administrative changes and bottom up, through local community responses and actions.

POLICY ONE: AFFIRMATIVE ACTION*

Over one-half of the Region's population is female. Despite increases in the level of participation in the work force by women in Hamilton-Wentworth, women still account for only forty percent of the total Regional labour force. Similarily, women provincially constitute 42% of the labour force while nationally women comprise 40% of active workers. The recession furthered the consolidation of the area's female labour force into traditional female sectors (sales, service, clerical). No substantial increases in the low number of women in administrative, managerial, science and engineering or industrial and manufacturing positions occurred. These same trends also emerged provincially and federally. Voluntary affirmative action programmes and existing legislation have not been able to overcome this long-term problem, worsened by the recession. Therefore, it is recommended that:

1. THE FEDERAL AND PROVINCIAL GOVERNMENTS INTRODUCE MANDATORY AFFIRMATIVE ACTION LEGISLATION APPLICABLE TO ALL SECTORS OF THE LABOUR FORCE.

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* definition page 48

Regionally, unemployment rates have continued to be higher for women than men even though the female participation rate is lower. In Hamilton-Wentworth, women have continued to be more dependent on Unemployment Insurance and social benefits than have men. While the average number of male registrants with the Canada Employment and Immigration Commission decreased 3,500 in 1984, the average number of female registrants increased over 500. Thus, it is further recommended that:

1a. FEDERAL AND PROVINCIAL JOB CREATION PROGRAMMES PLACE EMPHASIS ON WOMEN AND INCREASE OPPORTUNITIES FOR THOSE WOMEN EXPERIENCING THE GREATEST DIFFICULTIES IN FINDING EMPLOYMENT. (Native women, Immigrant women, women previously in conflict with the law, disabled women).

As well, there are approximately three times as many men as women involved in federal training programmes. Female respondents to local surveys have expressed interest in attending courses yet are not doing so. Reasons for their lack of participation are varied, including the expense of attending, inaccessible and unaffordable day care, inability to speak English or obtain further English language training, and lack of appropriate education. To further assist women who wish to enter/re-enter the work force, it is recommended that:

1b. THE FEDERAL GOVERNMENT INCREASE FUNDING FOR TRAINING, RE-TRAINING AND ENGLISH AS A SECOND LANGUAGE (ESL) OPPORTUNITIES FOR WOMEN AND WHERE NECESSARY, BRIDGING PROGRAMMES BE ESTABLISHED TO ENSURE WOMEN EQUAL ACCESS TO ALL PROGRAMMES WITH EMPHASIS ON PLACEMENTS FOR THOSE GROUPS OF WOMEN WHO EXPERIENCE THE GREATEST DIFFICULTIES IN FINDING EMPLOYMENT.

The lack of adequate, affordable, appropriate day care that is easily accessible, is a limiting factor for many women in their attempts to secure employment. The number of children subsidized in Hamilton-Wentworth has decreased from 795 in 1979 to 691 in 1983. Not all day care centres receiving Regional subsidies have spaces available for children from different age groups. The increasing cost of care for families ineligible for subsidy, combined with current low subsidy levels, hampers women in their search for employment in Hamilton-Wentworth. While the long term goal should continue to be universally accessible day care in the interim, it is recommended that:

1c. THE FEDERAL, PROVINCIAL AND REGIONAL GOVERNMENTS EXPAND FUNDING FOR DAY CARE TO INCREASE PER DIEM LEVELS WHILE ALSO INCREASING THE CEILING OF ELIGIBILITY FOR SUBSIDY TO MEET COMMUNITY NEEDS.

and that

1d. ALL LEVELS OF GOVERNMENT CO-OPERATE IN ENCOURAGING AND SUPPORTING ALTERNATIVE DAY CARE MODELS PARTICULARLY EMPLOYER-SPONSORED AND NOT-FOR-PROFIT PUBLICLY OWNED CENTRES.

Day Care Centre staff in the Region have average annual incomes of $10,000 while Private Home Day Providers, paid based on the number of days a child is in their care, not days registered, earn between $4,200 - $5,000 a year. Thus, it is further recommended that:

1e. THE REGION ADOPT THE BENCHMARK APPROACH* TO PER DIEMS AS RECOMMENDED IN THE INTERIM REPORT FROM THE DAY CARE ADVISORY COMMITTEE OF THE SOCIAL PLANNING AND RESEARCH COUNCIL TO THE SOCIAL SERVICES COMMITTEE OF THE REGIONAL MUNICIPALITY OF HAMILTON-WENTWORTH.

and that

1f. THE REGION REVIEW AND INCREASE PRIVATE HOME DAY CARE PER DIEMS AND FURTHER THAT PROVIDERS BE PAID BASED ON THE NUMBER OF DAYS A CHILD IS REGISTERED.

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*Benchmark - an upper limit, or ceiling rate (a comprehensive explanation of the benchmark approach is presented in the Day Care Advisory Committee's Interim Report).

POLICY 2: EQUAL PAY FOR WORK OF EQUAL VALUE*

The further consolidation of women into traditional female occupations also contributed to increased disparities in employment incomes between women and men. The average Regional employment income for a man in 1982 was $20,622, $10,179 more than the average female employment income of $10,433. While women also constitute a larger portion of part-time workers, the 1981 census reported that over 50 percent of working men earned over $15,000 while 90 percent of working women earned less than $15,000 a year. To assist in overcoming differences between female and male income levels, it is recommended that:

2. THE FEDERAL AND PROVINCIAL GOVERNMENTS INTRODUCE EQUAL PAY FOR WORK OF EQUAL VALUE* LEGISLATION AND AID EMPLOYERS IN ESTABLISHING GUIDELINES TO DETERMINE BOTH THE RELATIVE VALUE OF DISSIMILAR JOBS AND ALSO IN CALCULATING SALARIES BASED ON THOSE RELATIVE VALUES.

* definition page 50

POLICY THREE: GUARANTEED ANNUAL INCOME

The lack of an adequate income is a major problem for many women. Nearly 25,000 women living in Hamilton-Wentworth are dependent on either General Welfare Assistance, Family Benefits or Guaranteed Income Supplements (GIS), and thus have incomes below the recognized Statistics Canada Low Income Cut-off Point. The recession increased the number of women dependent on social benefits while decreasing the number of women participating in the labour force. To reduce the number of women with and without families, having incomes below poverty line levels, it is recommended that:

3. THE FEDERAL GOVERNMENT IN CONJUNCTION WITH THE PROVINCES INTRODUCE A GUARANTEED ANNUAL INCOME PROGRAMME INTEGRATING ALL EXISTING INCOME MAINTENANCE AND INCOME SECURITY PROGRAMMES WITH BENEFIT LEVELS BASED ON INCOME ADEQUACY GUIDELINES AND TIED TO THE CONSUMER PRICE INDEX.

Only recently has housework begun to be recognized as work, though it is still unpaid work. Historically, housework has been and continues to be mostly performed by women. Statistics Canada valued the amount of unpaid work performed in Canadian homes at $121 billion in 1981. Many women spend part or all of their lives working in the home, dependent upon another person or social assistance. In order that this unpaid labour be recognized and in order for women to gain more economic independence, it is further recommended that:

3a. THE FEDERAL AND PROVINCIAL GOVERNMENTS AMEND THE CANADA PENSION PLAN TO PROVIDE FINANCIAL REMUNERATION FOR THE UNPAID WORK DONE IN THE HOME.

POLICY FOUR: SOCIAL SERVICES FUNDING

In several Regional social service agencies, caseloads reached high levels after the recession began. Mental health caseloads increased; the number of women previously in conflict with the law, seeking after-the-fact assistance increased; the number of female-led families on Regional housing waiting lists increased as did the number of persons seeking assistance from addiction-related service providers. Funding, in all instances, did not keep pace with the demand placed upon the Region's human services network. To ensure that individuals and families still feeling the effects of the recession can continue to receive assistance, it is recommended that:

4. THE FEDERAL, PROVINCIAL AND MUNICIPAL GOVERNMENTS INCREASE FUNDING TO PUBLIC AND VOLUNTARY SOCIAL SERVICE AGENCIES TO MEET DEMONSTRATED NEEDS WHILE ALSO TAKING APPROPRIATE STEPS TO STIMULATE CONTRIBUTIONS FROM THE PRIVATE SECTOR.

The number of individuals in Hamilton-Wentworth requesting food did not decrease with the closure of the Region's Food Bank. Contrarily, traditional service providers reported increases in the number of persons seeking assistance in the form of food on a regular basis. To assist these agencies in continuing to provide food to the area's needy, it is recommended that:

4a. THE REGION RE-ESTABLISH THE FOOD BANK.

There are over eighty post-secondary education options in Ontario. Within any one, such as the National Training Programme, there are again several choices to be considered. The diversity of options includes vocational school, college, university, specialized technical training and first-time employment opportunity programmes (First Chance, OCAP, KATIMAVIK). In order for women to better utilize this diverse network and increase their likelihood of entering or re-entering the work force and obtaining appropriate employment, it is recommended that:

4b. THE CANADIAN EMPLOYMENT COMMISSION, MCMASTER UNIVERSITY AND MOHAWK COLLEGE WORK IN CONJUNCTION TO ESTABLISH A CENTRAL REGIONAL COUNSELLING REFERRAL AND RESOURCE CENTRE TO CO-ORDINATE INFORMATION ON EDUCATION, TRAINING AND EMPLOYMENT OPPORTUNITIES WITHIN THE REGION.

Immigrant women have additional barriers to overcome, than do other women, in upgrading skills, improving their education level, finding employment and in seeking out appropriate social services. Existing community programmes such as the Immigrant Women's Program have neither the mandate nor the resources to provide the necessary range of services. To assist this sub-group of women overcome these added problems, it is recommended that:

4c. REGIONAL ETHNIC COMMUNITIES BE ASSISTED IN ESTABLISHING SERVICES PROVIDING IMMIGRANT WOMEN WITH EDUCATION, EMPLOYMENT AND SOCIAL SERVICES INFORMATION, COUNSELLING AND REFERRALS.

Increases in waiting lists for assisted family housing units have outstripped the number of units added to the Region's inventory since the onset of the recession in 1981. Assisted family units provided through public sector programmes suffered a net loss between 1982 and 1984. Unit allocations for private non-profit and co-op ventures - programmes that provided the greatest number of assisted family units in the Region since the recession began - have been greatly reduced. As well, while the seniors population is growing in Hamilton-Wentworth, there was a decrease in the number of available assisted seniors units between 1982 and 1984 in the Region with only approximately eight percent of the 1982 assisted seniors housing inventory outside the City of Hamilton. Thus, it is recommended that:

4d. THE FEDERAL GOVERNMENT INCREASE FUNDING FOR BOTH PUBLIC AND PRIVATE SOCIAL HOUSING PROGRAMMES IN ORDER TO CONSTRUCT ADDITIONAL MIXED-INCOME, INTEGRATED HOUSING PROJECTS.

ENDNOTES

1/ Suzanne Morris, "Women and Politics", The Spectator, August 11, 1984.

2/ Working Women's Association, Woman's Work, (Vancouver: Working Women's Association, 1979) p.3.

3/ Ontario, A Blueprint For Economic Recovery - Conference of First Ministers on the Economy, February, 1982, p.1.

Saskatchewan, The Road Out of Recession - First Ministers' Conference on the Economy, February, 1982, p.4; 8.

4/ Pat Armstrong and Hugh Armstrong, The Double Ghetto: Canadian Women and Their Segregated Work. (Toronto: McClelland and Stewart Limited, 1979), p.18.

5/ Patricia Connelly, Last Hired, First Fired, (Toronto: Women's Press, 1978), p.74.

6/ "Ramsay Apologizes for Calling Women 'Secondary'", The Spectator, July 19, 1984.

7/ Sharon Kirsh, Unemployment: Its Effects on Body and Soul, (Canadian Mental Health Association, 1983),

8/ Pat Armstrong and Hugh Armstrong, op.cit., p.50.

9/ Pat Armstong, "Women and Unemployment", Atlantis, Fall 1980, 6(1), p.3.

10/Industrial Composite covers all sectors except agriculture, government, defence, hospitals, schools, religion and household services.

11/Jeanette Easson, Debbie Fields and Joanne Santucci, "Working Steel" in Hard Earned Wages, Jennifer Penney (ed.), (Toronto: Women's Press, 1983), p.192.

12/Ontario Federation of Labour, Making Up The Difference, (Toronto: Ontario Federation of Labour, 1984), p.34.

13/Surveys were mailed to the Region's 17 largest industrial employers, as determinded by the Business Journal and reproduced in Panorama, 1981, 10(4), p.16.

14/Sixteen Regional banks and trust companies were contacted. Eight responded: Canada Trust, Continental Bank, First City Trust, Mercantile Bank, Bank of Montreal (Commercial Unit), National Bank, Royal Bank, Scotiabank.

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21/"Jobless rate up as area backs trend", The Hamilton Spectator, January 11, 1985.

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and
Herta Loeser, Women, Work and Volunteering, (Boston: Beaver Press, 1979), p.118.

25/Sheila Rowbottom, Women' Consciousness, Man's World, (New York: Penguin Books, 1973), p.61.

26/"Housework worth $121 billion, report says". The Globe and Mail, May 1, 1985.

27/Judith Grant, Women's Part-Time Employment and the Army of Labour: A Theoretical Refinement and An Exploratory Investigation, Master's Thesis, McMaster University, 1983, p.59.

28/Pat Armstrong and Hugh Armstrong, op.cit., p.179.

29/Monique Proulx, Women and Work: A Study of the Canadian Housewife, (Ottawa: Canadian Advisory Council on the Status of Women), p.16.

30/Ontario Federation of Labour, Statement on Women and Affirmative Action, November, 1982, p.2.

31/"Women will be winners in government contracts", The Spectator, August 27, 1984.

32/Hamilton and District Chamber of Commerce, "Our Top Employers", Panorama, 1984, 10(4), p.16.

33/"Affirmative Action needs tailoring, say consultant", The Hamilton Spectator, April 24, 1985.

34/Hamilton and District Chamber of Commerce, loc.cit.

35/"Council's Affirmative Action flip flop 'bum patting'", Brabant Newspapers Ltd. (Mountain News), December 12, 1984.

36/"Stalling changed on equal pay", The Hamilton Spectator, October 26, 1984.

37/"Workplace equality is a difficult goal", The Hamilton Spectator, September 11, 1984.

38/"Miller vows equal pay in civil service", The Hamilton Spectator, April 18, 1985.

39/"Lon's equal pay flip rile opposition foes", The Hamilton Spectator November 5, 1984.

40/"Ranks of the Poor Swelling", NAPO News, Fall 1984, Volume 8, p.1.

41/Estimates provided by the Ontario Ministry of Community and Social Services, Toronto, Ontario.

42/The Guide for Family Budgeting(Hamilton-Wentworth, 1982) reflects the fact that all families, regardless of income, require a basically similar stock of goods and services for their physical and social functioning, regardless of how family incomes are actually spent. As such, the Adequate Budget Income Levels reflect more than subsistence (Statistics Canada indicator), and, at the same time, less than average incomes (Canadian Council on Social Development level). They reflect, instead, adequacy.

The Adequacy levels cited above have been updated by adding a 5% inflationary increase to lines developed in 1982 to adjust them to 1983 levels and another 5% to determine the 1984 level. These values are based on standards outlined in the Guide for Family Budgeting, and on costs for goods and services definitive as of mid-year 1982.

43/"Schedule A for Family Benefits Assistance (F.B.A.) applies directly to female-led families (and also male-led) with no other sources of income. Disabled and Permanently Unemployable individuals are under a different schedule and receive a slightly greater monthly benefit. All other columns are applicable to all groups receiving F.B.A.

44/For a description of each programme, see the Ministry of Colleges and Universities Planning and Development Branch's publication, School to Work: Explanatory Notes.

45/Report of the Royal Commission on Equality in Employment. Ottawa, October, 1984. p.163.

46/Ibid, p.165.

47/Single Mothers Against Poverty. A Survey of Single Mothers in Hamilton, August, 1983, p.8.

48/"MPP's study urges funding for day care", The Hamilton Spectator, January 17, 1985.

49/Hamilton Coalition for Better Day Care. Brief to the Standing Commitee on Social Development, Province of Ontario, September, 1984. p.2.

49a/Lesley Russell, Hamilton Coalition for Better Day Care

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51/Based on average day care costs in Hamilton-Wentworth divided by the average wage of a male worker plus the average wage of a female worker in the Region.

52/Hamilton Coalition for Better Day Care. op.cit., p.4.

53/Consumer Price Index values provided by Andy Holt, Faculty of Health Sciences, McMaster University Medical Centre.

54/Hamilton Coalition for Better Day Care, op.cit., p.7

55/Ibid. p.11.

56/The Hamilton-Wentworth Housing Authority, also known as Hamilton Housing, is the regional agent for the Ontario Housing Corporation.

57/1984 totals are based on an extrapolation to December 31, 1984 using the January 1 - September 30, 1984 sub-total.

58/Regional Municipality of Hamilton-Wentworth, Department of Social Services, A Survey of Teens on Welfare, 1985.

59/Funding was provided to the following agencies for the years indicated:

Cathaine-Brock Lodge	(1981-1983)
Elizabeth Fry Society	(1973-1983)
Open Arms Haven for Women	(1975-1983)
Rape Crisis Centre	(1979-1983)

60/Social Planning Council of Kitchener-Waterloo Newsletter. December, 1984, p.1.

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61/"We haven't enough food to feed hungry, say relief agencies", The Hamilton Spectator, December 17, 1984.

62/Ontario New Democratic Party Caucus, op.cit., p.64.

63/Sharon Kirsh, op.cit., p.47.

64/Ibid, p.108.

65/Ibid, p.3.

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67/Ibid. p.18.

68/Ontario New Democratic Party Caucus, op.cit., p.37.

69/Ibid, p.39.

70/Sheila McLeod Arnopoulous, Problems of Immigrant Women in the Canadian Labour Force", (Ottawa: Canadian Advisory Council on the Status of Women, 1979), p.6.

71/Ibid, p.33.

72/Sharon MacQueen, A Report on the Immigrant Women's Research and Community Development Project, (Hamilton, August, 1984), p.14-18.

73/Information provided by Anne Hemsworth, co-ordinator, Basic Job Readiness Training (B.H.R.T.) - Mohawk College.

74/Sheila McLeod Arnopoulus, op.cit., p.1.

75/Sharon MacQueen, op.cit., p.7.

76/Ibid, p.29.

77/Ontario New Democratic Party Caucus, op.cit., p.87.

78/Social Planning Council of Metropolitan Toronto, Social Infopac, 1982, 1(4), p.1.

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APPENDIX A

This report could never been completed without the cooperation and assistance of numerous organizations, agencies, and individuals from within the community. I would very much like to thank you and acknowledge the assistance of the following:

Addiction Research Foundation - Hamilton Centre (Mike DeVillaer)

Adolescent Community Care

Bank of Montreal

Big Sister Association of Hamilton Inc. - Charlton Hall

Board of Education for the City of Hamilton

Canada Trust

Canadian Employment and Immigration Commission (David Zizzo)

Canadian Mental Health Association - Hamilton-Wentworth Branch

Canadian Union of Public Employees - Local 778

Catholic Children's Aid Society of Hamilton-Wentworth

Catholic Social Services

Chamber of Commerce, Hamilton and District

Chedoke-McMaster Hospitals - Human Resources
- Department of Psychiatry-McMaster Division (Dr. Barry Humphrey)
- Department of Social Work-McMaster Division

Chedoke-McMaster Hospitals Day Care Centre (Lesley Russell)

Children's Aid Society of Hamilton-Wentworth

Coalition for Better Day Care

Continental Bank of Canada

Correctional Services of Canada - Parole

DOFASCO

cont'd.../A-2

East Regional Mental Health Services

Energy and Chemical Workers Union - Local 633

Family Services of Hamilton-Wentworth Incorporated

First City Trust

Focus for Change

Grace Haven

Greenhill Housing Co-op

Good Shepherd Women's Centre

Hamilton and District Multicultural Council, Inc.

Hamilton East Kiwanis Non-Profit Homes, Inc.

Hamilton Psychiatric Hospital

Hamilton-Wentworth Housing Authority (Jill Bradford)

Hamilton-Wentworth Regional Police Force (P.C. Michael MacKinnon)

Health and Welfare Canada, Income Security Programs (Joan Hutchison)

Henderson General Hospital

Inglis Limited

International Harvester

I.A.T.S.E. and M.P.M.O. of U.S. and Canada - Local 303

Jewish Social Services

Johnson Business Academy

Macassa Lodge

McMaster University - Office of Registrar
- Personnel Services Department

McQuesten Community and Legal Services

cont'd.../A-3

Mercantile Bank of Canada

Mission Services

Mohawk College

National Bank

National Steel Car

Olsten Word Processing Centre

Ontario Federation of Labour

Ontario Ministry of Community and Social Services-Income Maintenance Branch
-Operational Support Branch

Ontario Ministry of Revenue, Guaranteed Income and Tax Credit Branch

Ontario Women's Directorate

Operation Blessing

Parental Stress Services

Planned Parenthood Centre

Probation and Parole - Hamilton Centre
- Hamilton East

Rape Crisis Centre

Region of Hamilton-Wentworth - Income Maintenance Division, Social Services Department
- Planning and Development Department
- Support Services Division, Social Services Department

Reid Dominion Packaging Limited

Robinson (G.W.) Company Limited

Royal Bank

St. Joseph's Hospital

cont'd.../A-4

St. Martin's Manor

St. Vincent de Paul Society

Salvation Army - Christmas Bureau
- Correctional Services
- Family Services

Scotia Bank

Secretary of State - Women's Program

Seventh Day Adventist Church

SHAIR International Resource Centre (Monica Quinlan)

Single Mothers Against Poverty

Slater Steel

Status of Women, Canada

Susan Shoe Industries

United Electrical Workers - Local 558
- Local 559

United Steel Workers of America - Local 2940
- Local 5328

United Way (of Burlington and Hamilton-Wentworth)

Urban Native Homes, Inc.

Volunteer Bureau of Hamilton and District

WABCO, Limited

Welcome Inn

Work Activity Project (Grant Corbett)